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ABSTRACT

The General Accounting Office (GAO) examined the procedures used by various federal agencies to monitor the performance and effectiveness of their programs of employment training assistance to economically disadvantaged persons. The study revealed that, although most of the employment training programs had some form of oversight or monitoring effort, only about one-third of the programs used such activities to assess participant outcomes. Consequently, although program administrators had sufficient data to be assured that their programs were in compliance, they did not know whether their programs were actually helping disadvantaged persons enter or reenter the work force. In the past 10 years, only 7 of the 62 programs analyzed had conducted studies to measure program effectiveness or impact. (Appendixes constituting approximately three-fourths of this report contain the following: proposed FY94 funding levels for federal agencies implementing employment and training programs, outcome data collected by federal programs providing employment assistance to disadvantaged persons, monitoring activities by federal programs providing disadvantaged persons, GAO-identified studies published between January 1990 and December 1993 on employment training programs for ED persons, the methodology and findings of studies evaluating program effectiveness, comments from the various agencies, and a list of major contributors to the report.) (MN)

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United States General Accounting Office

GAO

Report to the Ranking Minority Member, Committee on Labor and Human Resources, U.S. Senate

March 1994

MULTIPLE EMPLOYMENT TRAINING PROGRAMS

Most Federal Agencies Do Not Know If Their Programs Are Working Effectively

ED 369 963

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GAO

United States
General Accounting Office
Washington, D.C. 20548

Health, Education, and
Human Services Division

B-256531

March 2, 1994

The Honorable Nancy Landon Kassebaum
Ranking Minority Member
Committee on Labor and Human Resources
United States Senate

Dear Senator Kassebaum:

A strong internationally competitive economy depends, in part, on effectively preparing workers to compete in the workforce. Towards this end, the federal government has invested considerable effort and resources in (1) facilitating potential workers' entry into the workforce, (2) helping workers overcome barriers that hamper their ability to compete for jobs, and (3) assisting dislocated workers in reentering the workforce. We have recently identified[1] over 150 programs that provide employment training assistance.[2] To know whether these programs are getting the most for the resources invested, federal agencies not only need to track the expenditure of resources, but also to determine what the outcomes were for participants and whether government programs made a difference for those who received services.

To learn more about how federal agencies assess whether their employment training programs are working, you asked us to determine

- what data federal agencies collect on participant outcomes,
- how federal agencies monitor local program performance, and
- what studies of program effectiveness have been conducted.

To accomplish these objectives, we focused on programs that provide employment training assistance to the economically disadvantaged. According to the proposed fiscal year 1994 budget, 9 programs specifically target the economically disadvantaged, but a total of 62 programs,[3]

[1]Multiple Employment Programs: National Employment Training Strategy Needed (GAO/T-HRD-93-27, June 18, 1993).

[2]As used in this report, "employment training programs" refers to programs identified as (1) providing assistance to the unemployed, (2) creating employment opportunities, and (3) enhancing the skills of participants to increase their employability. We only included those programs that provide services to adults and out-of-school youth not enrolled in advanced-degree programs.

[3]Our analysis was originally based on 65 programs targeting the economically disadvantaged existing in fiscal year 1991. Since that time, some programs have been dropped while others were added or consolidated into other programs. The total number of programs included in our analysis is 62. A complete listing of the 154 programs or funding streams identified as providing employment training assistance is shown in appendix I.

administered by 14 different federal agencies, provide some employment training assistance to the economically disadvantaged. These 62 programs had proposed budgets of about $17 billion[4] or about two-thirds of the federal funds spent on employment training assistance. During our review, we

- interviewed agency officials and obtained copies of data collected at the federal level,
- reviewed agency monitoring reports to determine the extent of oversight provided and whether agencies monitor program outcomes, and
- asked agency officials to identify studies conducted during the 10-year period, ending December 1993, concerning the effectiveness of any of the 62 programs in our analysis, and did a literature search, using governmental and commercially produced databases, to check for additional studies published during the period January 1990 through December 1993.[5]

Because the focus of our analysis was on identifying which agencies collect data on participant outcomes or measure program effectiveness, we did not attempt to determine why some agencies did not collect this information or conduct studies that measure program effectiveness.

In addition to this report, we have issued two other reports concerning problems with the current fragmented "system" of multiple employment training programs. The first report, Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 28, 1994), concerns the extent to which differences in eligibility criteria and annual operating cycles hamper the ability of employment training programs to provide needed services. The second report, Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Costs (GAO/HEHS-94-80, Jan. 28, 1994), concerns the extent to which programs overlap in the populations they target, in the services they provide, and in the administrative structures they create to deliver those services. We also have other ongoing work that will address the need for a major overhaul of the entire federal employment training system.

[4]Budget estimates are primarily based on the President's proposed budget for fiscal year 1994, dated April 8, 1993. When information was available, numbers in this total have been adjusted to represent only that portion of the program that provided assistance to adults or out-of-school youth not enrolled in advanced-degree programs.

[5]Using this approach, we were able to identify over 90 studies that were characterized as management or effectiveness studies; however, we may not have identified all the studies that had been published during that period.

Background

The federal government has historically played an important role in providing employment training assistance to the economically disadvantaged. In fiscal year 1994, federal programs are expected to invest an estimated $17 billion on employment training assistance for the economically disadvantaged, including (1) counseling and assessment, (2) remedial education, (3) vocational skill training, (4) placement assistance, and (5) support services. This assistance is provided through 14 federal departments and independent agencies, including agencies in the Departments of Education, Health and Human Services, Housing and Urban Development, and Labor, as well as independent agencies, such as Action, the Small Business Administration, and the Office of Personnel Management.

To ensure programs get the most from this investment, federal program administrators must have information about their programs' strengths and weaknesses. With this information, they can suggest changes to improve programs, such as modifying the types or number of services available, to help participants receive training that meets their needs and enables them to obtain employment.

The Congress recently passed the Government Performance and Results Act of 1993, which will require agencies to gather program performance data. Specifically, the act requires agencies to (1) have a strategic plan for program activities; (2) establish program performance goals that are objective, quantifiable, and measurable; and (3) submit a report on program performance to the President and the Congress.

Results in Brief

Federal agencies closely monitor their expenditure of billions of dollars for employment training assistance for the economically disadvantaged. However, most agencies do not collect information on participant outcomes nor do they conduct studies of program effectiveness—both of which are needed to know how well programs are helping participants enter or reenter the workforce. As a result, these agencies do not know whether their programs, as currently configured, are providing assistance that results in participants getting jobs. Even when participants got jobs, agencies do not know whether employment resulted from participation in the program or if participants would most likely have found the same types of jobs on their own, without federal assistance.

For about half the programs in our analysis, agencies did not collect data on what happened to program participants after they completed a given

program—neither whether they obtained jobs nor what wages they earned. The size of the program did not appear to make a difference in whether participant outcome data were collected. Large programs with annual budgets over $100 million were no more likely to have collected data on participant outcomes than smaller programs with budgets under $50 million. Without this information, administrators of programs large and small have difficulty knowing whether they are training participants for real job opportunities and whether participants have the skills employers need.

In addition, although most of the employment training programs in our analysis had some form of oversight or monitoring effort, only about a third of the programs used these activities to assess participant outcomes. Again, the size of the program appeared to make little difference in the focus of these activities. Most oversight efforts focused only on compliance with program requirements and procedures or the amount of progress being made to provide agreed-upon services. Therefore, although administrators may be assured that their programs were in compliance, they did not know whether these programs achieved the results intended.

The federal agencies responsible for these programs seldom conducted studies that measure program effectiveness or impact. According to program administrators, during the last 10 years, only 7 of the 62 programs in our analysis had studies that evaluated whether these programs made a difference for the participants, that is, whether participants would most likely have achieved the same outcomes without assistance. The studies that were performed tended to address larger programs, with 5 of the 7 programs having annual budgets over $100 million. But even among the larger programs, these studies addressed programs that accounted for only 16 percent of the proposed fiscal year 1994 funding for the 15 employment training assistance programs with budgets over $100 million.

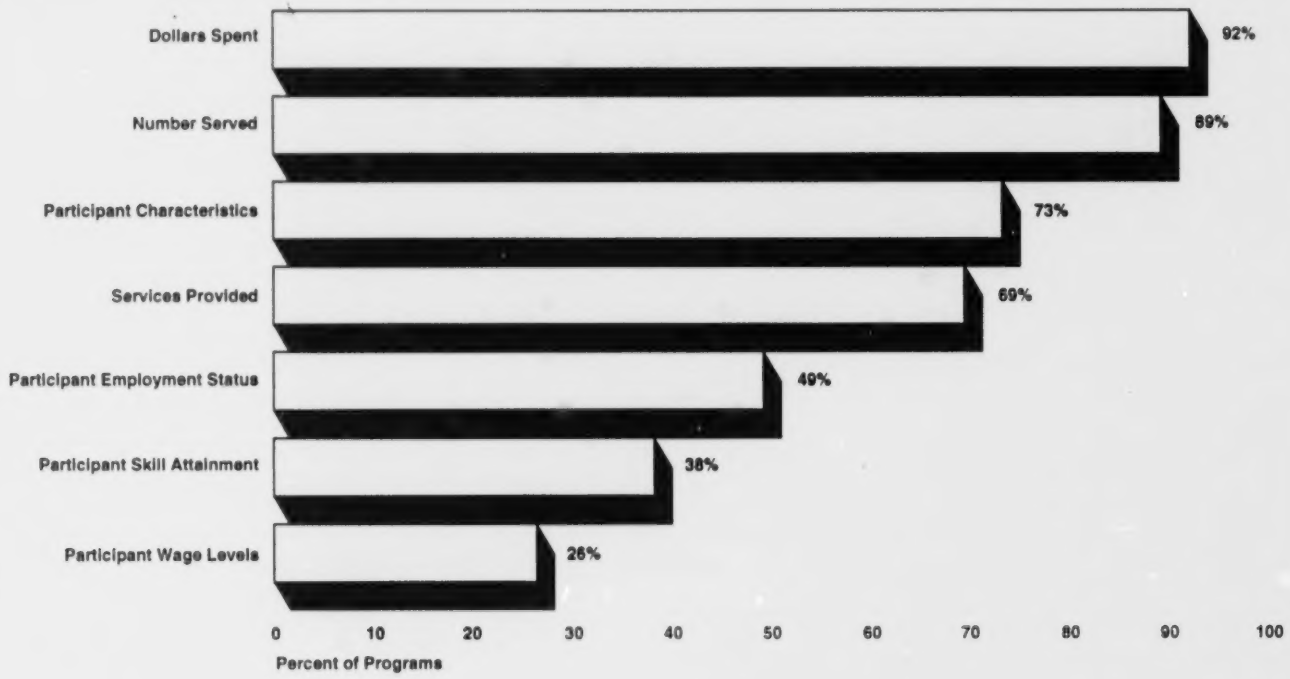
Many Programs Do Not Collect Data on Whether Participants Obtained Jobs

Almost all of the programs we reviewed collected some data on the dollars spent, services provided, and number of participants served. But only about half the programs collected outcome data on what happened to program participants after they received program services. As a result, administrators did not know if participants got jobs; if they got jobs, administrators did not know whether the jobs were related to the training provided or what wages the participants earned. Without this information, program administrators have difficulty determining if they are preparing participants for local labor market opportunities and whether participants

gain the skills needed to meet employer requirements. For example, because the Food Stamp Employment and Training program, as is the case with many other programs, does not collect data on who obtains a job after participating in the program, program administrators cannot assess whether the program appears to be achieving its objectives of helping the economically disadvantaged find employment or become self-sufficient.

As shown in figure 1, of the 62 programs that provide assistance to the economically disadvantaged, about 90 percent of the programs collected data on dollars spent and the number of participants served. However, only 49 percent of the programs collected data on how many participants obtained jobs and only 26 percent collected data on wages earned. Size of the program did not appear to be a factor in determining which programs collected participant outcome data. Smaller programs with annual budgets of less than $50 million were just as likely as large programs with budgets of $100 million or more to collect participant outcome data. The categories of outcome data collected for each program in our analysis are shown in appendix II.

Figure 1: Percent of Programs Collecting Various Core Data Elements



Even when outcome data were collected, few linked these data with data on the services provided or participant demographic characteristics. We found that only about 34 percent of the programs serving the economically disadvantaged attempted to link the outcomes achieved by participants with services provided or demographic characteristics. For example, the Even Start-Migrant Education program collected data on participant employment status and wages earned, which can be used to determine if the program is meeting its goals. However, the program did not link participant outcome data with data on services or training provided. As a result, administrators of the program did not know whether the training they provided helped participants obtain jobs, nor could they identify ways to modify the program to improve performance.

Program officials should know whether participants trained as truck drivers, for example, get jobs as truck drivers. By linking participant

demographic characteristics to training provided and job outcomes, program officials can determine whether their programs are more successful for some participants (for example, men) than others (for example, women). Officials also can determine whether there are disparities in who receives what types of training. For example, in our report on racial and gender disparities in Job Training Partnership Act (JTPA) services, we reported that 34 percent of the projects in our analysis (67 of 199) had a disparity in at least one training mode—classroom training, on-the-job training, or job search assistance only—for at least one of the racial groups assessed.[6]

Monitoring Activities Generally Ignore Program Outcomes

Most employment training programs we reviewed had some form of monitoring or oversight. However, these monitoring efforts generally concerned compliance with program requirements and procedures, such as compliance with Equal Employment Opportunity (EEO) regulations, or progress made in providing agreed-upon services, such as providing classrooms for specific training activities. These efforts did not include participant outcomes.

Although compliance with program requirements and financial integrity are important concerns, the failure to consider participant outcomes as a part of agencies' strategies for planning oversight efforts results in agencies' not being able to identify local projects that are having performance successes or difficulties. For example, one monitoring report we reviewed verified that the participants listed by the local project were actually served and were satisfied with the services received. The report, however, did not include what happened to the participants after they received these services or whether the services provided helped them find jobs. As a result, although program administrators were assured resources had been used correctly, they did not know whether those resources achieved the results intended.

As shown in table 1, 97 percent of the 62 programs providing employment training assistance to the economically disadvantaged had some form of federal monitoring or oversight, but only 34 percent of the oversight efforts we identified included an assessment of participant outcomes. Program size did not appear to be a factor in whether monitoring included an assessment of participant outcomes. Larger programs were no more

[6]Job Training Partnership Act: Racial and Gender Disparities in Services (GAO/HRD-91-148, Sept. 20, 1991).

likely to have used their oversight activities to monitor participant outcomes than smaller programs.

Table 1: Percentage of Programs by Type of Monitoring Activities

Type of monitoring	Percentage of programs
Compliance/status[a]	97
Financial	73
Participant outcomes	34

[a]Includes compliance with program requirements and procedures, as well as assessments of progress made in providing agreed-upon services.

Even when federal staff visit local projects, they concentrate their assessment on compliance issues rather than participant outcomes. We found that of the 62 programs serving the economically disadvantaged, 87 percent had site visits usually performed by federal staff in field offices. However, only 37 percent looked at participant outcomes when they visited local projects. The areas covered by the monitoring activities of each of the 62 programs in our analysis are shown in appendix III.

Few Studies Have Been Performed Concerning Program Effectiveness or Impact

Tracking participant outcomes can provide important feedback to agencies on the extent to which programs are achieving their objectives. But to determine whether programs providing employment training assistance are really making a difference[7] or whether participants would most likely have achieved the same outcomes without the program, agencies must compare the outcomes achieved by program participants with the outcomes of similar nonparticipants. However, we found that few agencies operating the 62 programs that served the economically disadvantaged had sponsored such studies. Program administrators identified only 7 programs that had been studied, during the 10-year period ending December 1993, using a comparison of participant outcomes with

[7]The terms program effectiveness and program impact are interchangeable as used in our analysis. We define "program effectiveness evaluation" as the application of scientific research methods to estimate how much of observed results, intended or not, are caused by program activities. Effect is linked to cause by design and analysis that compare observed results with estimates of what might have been observed in the absence of the program. In the textbook Evaluation: A Systematic Approach, Peter H. Rossi and Howard E. Freeman define the term impact assessment as "Evaluation of the extent to which a program causes changes in the desired direction in the target population....Impact assessment is directed at establishing, with as much certainty as possible, whether or not an intervention is producing its intended effects....The outcomes of social programs are assessed by comparing information about participants and nonparticipants, before and after an intervention, or by other less powerful research designs. But the essential considerations involve the systematic rejection of alternative, competing explanations for the observed outcomes other than the intervention."

the outcomes of similar nonparticipants. See table 2 for a listing of programs and related studies.

Our analysis of the programs that had been studied showed that larger programs were more likely to have been the subject of these studies. We found that 5 of the 7 programs studied had annual budgets over $100 million. But even among the larger programs, the programs studied only accounted for 16 percent of the total proposed funding for the 15 programs with budgets over $100 million.

While we did not determine why more agencies did not perform effectiveness studies using a comparative approach, the Department of Labor, in commenting on the report, stated that the high costs and the denial of potentially beneficial services were two reasons why more agencies have not used this approach to assess the effectiveness of their programs. While other approaches may be more feasible, without random assignment, conclusive attribution of effects to various treatments cannot be made.

Table 2: Studies Published Between January 1990 and December 1993 That Evaluated Program Effectiveness

Program/Study Title/Author of Study/Date
Food Stamp Employment and Training Program (Agriculture)
Evaluation of the Food Stamp Employment Program, Abt. Associates, Inc., June 1990
Even Start (Education)
National Evaluation of the Even Start Family Literacy Program: Report on Effectiveness, Abt. Associates, Inc., and RMC Research Corporation, October 1993
Job Opportunities and Basic Skills Program (Health and Human Services)
GAIN: Two-year Impacts in Six Counties—California's Greater Avenues for Independence Program, Manpower Demonstration Research Corporation, May 1993
Community Service Block Grant, Demonstrations (Health and Human Services)
Summary of Final Evaluation Findings from FY89: Demonstration Partnership Program Projects. Monograph Series 100-89: Case Management Family Intervention Models, Department of Health and Human Services, June 1992
Summary of Final Evaluation Findings from FY89: Demonstration Partnership Program Projects. Monograph Series 200-89: Micro-Business and Self-Employment, Department of Health and Human Services, June 1992
Summary of Final Evaluation Findings from FY89: Demonstration Partnership Program Projects. Monograph Series 300-89: Homeless Individuals and Families, Department of Health and Human Services, June 1992
Summary of Final Evaluation Findings from FY89: Demonstration Partnership Program Projects. Monograph Series 400-89: Early Prevention-High School Youth-at-Risk, Department of Health and Human Services, June 1992
JTPA IIA - Disadvantaged Adults (Labor)
The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months, Abt. Associates, Inc., January 1993
Evaluating JTPA Programs for Economically Disadvantaged Adults: A Case Study of Utah and General Findings Research Report, National Commission for Employment Policy, June 1993
Employment Services (Labor)
Labor Market Implications of ES Services for Duration of Joblessness, Probability of Subsequently Remaining Employed, and Repeated Spells of Joblessness: Comparison of UI Beneficiaries, W.E. Upjohn Institute for Employment Research, April 1993
Trade Adjustment Assistance Workers (Labor)
International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program, Mathematica Policy Research, Inc., April 1993

Our review of studies that were published during the 4-year period, January 1990 through December 1993, identified many additional studies that were characterized as management or effectiveness studies. While these studies may provide program administrators useful information on their programs, they do not provide a statistically valid approach for evaluating program effectiveness. We found, however, that most of the studies focused on resource or program management issues, such as program costs, number and characteristics of participants served, and

types of services provided. As shown in table 3, of 94 studies published during that 4-year period, 89 focused on various aspects of program management affecting 28 programs. Forty-five of the studies dealt with participant outcomes from 20 programs, of which 26 studies linked outcomes to services provided or participant characteristics. Eleven studies[8] concerning 7 programs attempted to evaluate program effectiveness or impact by comparing participant outcomes to those of similar individuals not receiving program services. A complete list of the 94 studies we identified and the subject areas covered are shown in appendix IV.

Table 3: Studies by the Issues Evaluated

Issue evaluated	Studies	Programs
Resource management	89	28
Participant outcomes	45	20
Program effectiveness	11	7

Some studies indicate that the programs were successful in that outcomes achieved by program participants were better than the outcomes achieved by similar individuals who did not receive services from the programs. Other studies, however, raise questions about the value of the programs, as they are currently configured, because program participants did not achieve significantly better results than similar individuals who did not receive services. For example, the JTPA program outcome data have shown high placement rates and wage levels; however, a study of the JTPA program by Abt Associates, Inc., published in January 1993, has raised questions about the program's effectiveness. The study shows that while comparisons between program participants—adult women and men—had generally positive effects on earnings and employment compared with their counterparts in the control group, the JTPA program had little or no effect on female youth participants and male youth participants had lower earnings than their counterparts in the control group. The results of each study that assessed program effectiveness are summarized in appendix V.

[8]Education officials identified six studies now being conducted that would measure program effectiveness or impact; however, none of these studies will be available until later in 1994. The programs being evaluated include Upward Bound, Student Support Services, Adult Education, School Dropout Demonstration Assistance, National Workplace Literacy, and Direct Student Loan.

Conclusion

While many people are successful at finding jobs on their own, others have a more difficult time. To help the economically disadvantaged to compete in the workforce, the federal government expects to spend an estimated $17 billion in fiscal year 1994. Yet, most federal agencies do not collect the participant outcome data nor do they conduct the program effectiveness studies needed to provide them information on how well, if at all, their programs are actually helping people find jobs.

Although we did not determine why agencies did not collect participant outcome data nor measure program effectiveness, it is clear that without this information, program administrators in these agencies cannot (1) determine how well programs appear to be doing in preparing people for employment, (2) identify what services are most effective in helping program participants obtain employment, (3) suggest the adjustments needed to improve services to get better results for the resources invested, or (4) determine what impact, if any, their programs have had in helping the economically disadvantaged to enter or reenter the workforce.

Agency Comments and Our Response

We sent a draft copy of this report to the following 14 departments and independent agencies for comment: Action, Department of Agriculture, Appalachian Regional Commission, Department of Commerce, Department of Defense, Department of Education, Department of Health and Human Services, Department of Housing and Urban Development, Department of the Interior, Department of Labor, the Office of Personnel Management, the Small Business Administration, Department of Transportation, and the Department of Veterans Affairs. Written comments were received from the Department of Defense, Department of Education, Department of Health and Human Services, Department of Labor, the Office of Personnel Management, and the Department of Transportation (see app. VI). Action, the Department of Agriculture, Department of Housing and Urban Development, Small Business Administration, and Department of Veterans Affairs provided us with oral comments. When appropriate, we used the comments received to clarify and update our report. The Appalachian Regional Commission, Department of Commerce, and Department of the Interior did not respond.

While most of the comments received agreed with the overall conclusion of the report, they raised questions concerning the specific data in the report related to their programs. Their comments fell into three areas: (1) concerns about the inclusion of some programs in our analysis, (2) the use of proposed funding levels rather than actual levels, and (3) the

narrow criteria used to identify studies of program effectiveness. We have summarized their comments and our response below. See appendix VI for the written comments received and our detailed response.

Several agencies questioned the inclusion of some programs in the study because they believe their programs do not fit the scope of our analysis. Our analysis includes all programs and funding streams that provided assistance to adults and out-of-school youth to enhance their skills or employment opportunities. This is consistent with footnote 1 in appendix I that defines the federally funded programs included in our analysis as those that assist the unemployed, create employment, or enhance employability. We believe that the programs questioned by the Action agency, Department of Defense, Department of Education, Department of Health and Human Services, Department of Labor, and the Small Business Administration provide assistance that enhances participant employability or employment opportunities and, therefore, meet our criteria.

For example, in their oral comments, the Action agency objected to the inclusion of the Literacy Corps, the Foster Grandparent, and Senior Companion Programs in our analysis. These programs provide volunteers to assist communities to resolve local poverty-related problems such as illiteracy, unemployment, and homelessness. Because economically disadvantaged volunteers in these programs receive an hourly stipend, these programs are considered to have provided employment opportunities for the economically disadvantaged. Both the National Commission for Employment Policy and the Congressional Research Service have included these programs in their studies of employment training assistance programs. The Literacy Corps also enhances the skills of economically disadvantaged people. As a result, we believe these programs should be included in our analysis. In addition to concerns from the Action agency, the Small Business Administration questioned the inclusion of the Minority Business Development Program and the Business Development Assistance to Small Business Program in our analysis. To clarify what types of programs were included in the scope of our work, we have modified the description of our criteria.

Several Departments and agencies also questioned the funding amounts cited in appendix I. These amounts are based primarily on the proposed budget submitted by the President, April 8, 1993. We recognize that actual funding levels may reflect differences from the amounts shown in appendix I, but determining actual funding levels for so many different programs at one point in time was not practical. We have expanded our

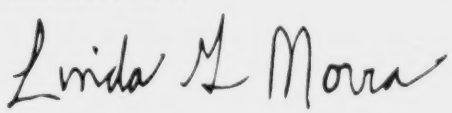
explanation of the source of our funding data in the text of the report as well as in appendix I.

In some instances, the amounts cited in appendix I are only a portion of the proposed budget for that program because only a portion of the funds were used for adults or out-of-school youths. In those instances, when agency officials were able to provide us an estimate of how much should be included in the program, the amounts shown have been adjusted. In other instances, when the portion of funds that were used for adults and out-of-school youth could not be determined, we included proposed funding for the entire program. We recognize that our estimates of funding for employment training assistance are only an approximation. However, we believe the concern of the report is not funding levels, but whether program administrators have the information needed to determine whether their programs are working effectively.

Some agencies also suggested that additional studies should have been included in our analysis of agency efforts to determine the effectiveness of their programs. We found that the additional studies mentioned (1) were still under way and we could not determine whether they will look at program effectiveness using analyses of participant outcomes compared with outcomes of similar groups of nonparticipants, (2) were already included in our analysis, or (3) did not appear to use the comparative analysis approach to look at program effectiveness. We recognize that our definition is rather strict. Our emphasis on the comparative approach should not be interpreted to suggest that studies that do not use a comparative approach do not provide useful information. Other techniques do indeed give indications of effectiveness. However, without random assignment, conclusive attribution of effects to various treatments cannot be made.

We did our work between February and November 1993 in accordance with generally accepted government auditing standards. As agreed, we obtained agency comments on this report. As requested, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from its issue date. At that time, we will send copies of this report to the agencies responsible for administering the programs we reviewed and to other interested parties. If you or your staff have any questions concerning this report, please call me at (202) 512-7014. Other major contributors to this report are listed in appendix VII.

Sincerely yours,



Linda G. Morra
Director, Education
and Employment Issues

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Abbreviations

AFDC	Aid to Families With Dependent Children
EDWAA	Economic Dislocation and Worker Adjustment Assistance
EEO	Equal Employment Opportunity
ES	Employment Service
GAIN	Greater Avenues for Independence
HUD	Housing and Urban Development
JOBS	Job Opportunities and Basic Skills Training
JTPA	Job Training Partnership Act
MSFW	Migrant Seasonal Farmworkers
OMB	Office of Management and Budget
OPM	Office of Personnel Management
SBA	Small Business Administration
SDA	Service Delivery Area
TAA	Trade Adjustment Assistance
TJTC	Targeted Jobs Tax Credit
TRA	Trade Readjustment Allowances
UI	Unemployment Insurance
VA	Veterans Administration

Appendix I

Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Programs included in analysis[c]
All programs (154)	**Total: $24,837.7**	
Action - (3) programs	**Total: 100.9**	
Literacy Corps	5.3	X
Foster Grandparent Program	66.4	
Senior Companion Program	29.2	
Department of Agriculture - (1) program	**Total: 162.7**	
Food Stamp Employment & Training	162.7	X
Appalachian Regional Commission - (1) program	**Total: 11.2**	
Appalachian Vocational and Other Education Facilities and Operations	11.2	X
Department of Commerce - (9) programs	**Total: 220.5**	
Minority Business Development Centers	24.4	X
American Indian Program	1.9	
Economic Development-Grants for Public Works and Development	135.4	X
Economic Development-Public Works Impact Program	[d]	X
Economic Development-Support for Planning Organizations	24.8	
Economic Development-Technical Assistance	10.4	
Economic Development-State and Local Economic Development Planning	4.5	X
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	19.1	X
Community Economic Adjustment	[e]	X
Department of Defense - (2) programs	**Total: 72.8**	
Military Base Reuse Studies and Community Planning Assistance	6.0	X
Transition Assistance Program	66.8	X
Department of Education - (60) programs	**Total: 13,031.4**	
Even Start-State Educational Agencies	88.8	X
Even Start-Migrant Education	2.7	X
Women's Educational Equity	2.0	X
Indian Education-Adult Education	4.9	
Migrant Education-High School Equivalency Program	8.1	
Migrant Education-College Assistance Migrant Program	2.3	
School Dropout Demonstration Assistance	37.7	
Adult Education-State Administered Basic Grant Program	261.5	
Adult Education for the Homeless	10.0	X
National Adult Education Discretionary Program	9.3	
Vocational Education-Demonstration Projects for the Integration of Vocational and Academic Learning	[f]	
Vocational Education-Educational Programs for Federal Correctional Institutions	[f]	

(continued)

Appendix I
Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Programs included in analysis[c]
Vocational Education-Comprehensive Career Guidance and Counseling	[f]	
Vocational Education-Blue Ribbon Vocational Educational Programs	[f]	
Vocational Education-Model Programs for Regional Training for Skilled Trades	[f]	
Vocational Education-Business/Education/Labor Partnerships	[f]	
Vocational Education-Tribally Controlled Postsecondary Vocational Institutions	2.9	
Vocational Education-Tribal Economic Development	[f]	
Vocational Education-Basic State Programs	717.5	
Vocational Education-State Programs and Activities	81.3	X
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	69.4	X
Vocational Education for Sex Equity	31.1	X
Vocational Education-Programs for Criminal Offenders	9.6	X
Vocational Education-Cooperative Demonstration	[f]	X
Vocational Education-Indian and Hawaiian Natives	15.1	
Vocational Education-Opportunities for Indians and Alaskan Natives	[f]	
Vocational Education-Community Based Organizations	11.8	X
Vocational Education-Bilingual Vocational Training	0.0	
Vocational Education-Demonstration Centers for the Training of Dislocated Workers	[f]	
Vocational Education-Consumer and Homemaking Education	0.0	
Vocational Education-TechPrep Education	104.1	
National Workplace Literacy Program	22.0	
English Literacy Program	0.0	
Literacy for Incarcerated Adults	5.1	
National Center for Deaf-Blind Youth and Adults	6.7	
State Literacy Resource Centers	7.9	
Student Literacy Corps	6.1	X
Federal Pell Grant Program[g]	2,846.9	X
Guaranteed Student Loans[g]	5,889.0	X
Federal Supplemental Education Opportunity Grants[g]	125.0	X
Upward Bound	160.5	X
Talent Search	67.0	X
Federal Work Study Program[g]	89.6	X
Federal Perkins Loan Program-Federal Capital Contributions[g]	13.0	X
Grants to States for State Student Incentives	0.0	X
Educational Opportunity Centers	23.3	X
Higher Education-Veterans Education Outreach Program	3.1	
Student Support Services	110.3	X

(continued)

Dollars in millions

Agency and programs	1994 funding[b]	Programs included in analysis[c]
Postsecondary Education Programs for Persons with Disabilities	8.8	
Rehabilitation Services Basic Support-Grants to States	1,933.4	
Rehabilitation Services Basic Support-Grants for Indians	6.4	
Rehabilitation Services Service Projects-Handicapped Migratory and Seasonal Farm Workers	1.2	
Rehabilitation Services Service Projects-Special Projects and Demonstrations for Providing Vocational Rehabilitation Services to Individuals With Severe Disabilities	19.9	
Rehabilitation Services Service Projects-Supported Employment	10.6	
Projects With Industry Programs	21.6	
Supported Employment Services for Individuals with Severe Handicaps	33.1	
Comprehensive Services for Independent Living	15.8	
Library Literacy	0.0	X
School to Work[h]	135.0	
Public Library Services	[f]	
Department of Health and Human Services - (14) programs	**Total: 2,203.5**	
Job Opportunities and Basic Skills Program	825.0	X
Community Services Block Grant	352.7	X
Community Services Block Grant-Discretionary Award	39.7	X
Community Services Block Grant Discretionary Awards-Demonstration Partnership	4.4	X
Refugee and Entrant Assistance-Discretionary Grants	12.6	
Refugee and Entrant Assistance-State Administered Programs	84.4	
Refugee and Entrant Assistance-Voluntary Agency Programs	39.9	
Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals	[f]	
Family Support Centers Demonstration Program	6.9	
State Legalization Impact Assistance Grants	809.9	
Transitional Living for Runaway and Homeless Youth	11.8	
Independent Living	16.2	
Scholarships for Health Professions Students From Disadvantaged Backgrounds	[f]	
Health Careers Opportunity Program	[f]	X
Department of Housing and Urban Development - (4) programs	**Total: 303.4**	
Emergency Shelter Grants Program	51.4	
Supportive Housing Demonstration Program	164.0	
Youthbuild[i]	88.0	
Family Self-Sufficiency Program	[f]	X
Department of the Interior - (2) programs	**Total: 20.9**	
Indian Employment Assistance	16.9	X
Indian Grants-Economic Development	4.0	

(continued)

Appendix I
Federal Employment and Training Programs Proposed Funding Levels by Agency (Fiscal Year 1994)[a]

Dollars in millions

Agency and programs	1994 funding[b]	Programs included in analysis[c]
Department of Labor - (36) programs	**Total: 7,141.5[g]**	
JTPA IIA Training Services for the Disadvantaged-Adult	793.1	X
JTPA IIA State Education Programs	82.4	X
JTPA IIA Incentive Grants	51.5	X
JTPA IIA Training Programs for Older Individuals	51.5	X
JTPA IIC Disadvantaged Youth	563.1	
JTPA IIC Disadvantaged Youth-Incentive Grants	34.3	
JTPA IIC Disadvantaged Youth-State Education Programs	54.9	
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	1,688.8	X
JTPA IIB Summer Youth Employment and Training Program (Native American)	[k]	X
JTPA EDWAA-Dislocated Workers (Substate Allotment)[l]	229.5	
JTPA EDWAA-Dislocated Workers (Governor's Discretionary)[l]	229.5	
JTPA EDWAA-Dislocated Workers (Secretary's Discretionary)[l]	114.7	
JTPA Defense Conversion Adjustment Program	[m]	
JTPA Defense Diversification	[n]	
JTPA Clean Air Employment Transition Assistance	[o]	
JTPA-Migrant and Seasonal Farmworkers	78.3	X
JTPA-Employment and Training Research and Development Projects	11.2	
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	35.1	X
JTPA-Native American Employment and Training Programs	61.9	X
JTPA Job Corps	1,153.7	X
Federal Bonding Program	0.2	X
Senior Community Service Employment Program	421.1	X
Apprenticeship Training	17.2	
Trade Adjustment Assistance-Workers	215.0	X
Targeted Jobs Tax Credit	19.2	X
Employment Service-Wagner Peyser State Grants (7a)	734.8	X
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	81.6	X
Labor Certification for Alien Workers	58.6	
Interstate Job Bank	1.9	
Youth Fair Chance[p]	25.0	
One-Stop Career Centers[p]	150.0	
Veterans Employment Program	9.0	
Disabled Veterans Outreach Program	84.0	X
Local Veterans Employment Representative Program	77.9	
Homeless Veterans Reintegration Project[q]	[f]	

(continued)

Dollars in millions

Agency and programs	1994 funding[b]	Programs included in analysis[c]
Job Training for the Homeless Demonstration Project	12.5	X
Office of Personnel Management - (1) program	**Total: [r]**	
Federal Employment for Disadvantaged Youth-Summer	[r]	X
Small Business Administration - (8) programs	**Total: 157.4**	
Management and Technical Assistance for Socially and Economically Disadvantaged Businesses	8.1	
Small Business Development Center	67.0	
Women's Business Ownership Assistance	1.5	
Veteran Entrepreneurial Training and Counseling	0.4	
Service Corps of Retired Executives Association	3.1	
Business Development Assistance to Small Business	20.9	X
Procurement Assistance to Small Business	33.7	
Minority Business Development	22.7	X
Department of Transportation - (1) program	**Total: 1.5**	
Human Resource Programs	1.5	
Department of Veterans Affairs - (12) programs	**Total: 1,410.0**	
All-Volunteer Force Educational Assistance	895.1	
Selected Reserve Educational Assistance Program	[s]	
Survivors and Dependents Educational Assistance	109.1	
Vocational Rehabilitation for Disabled Veterans	245.1	
Post-Vietnam Era Veterans Educational Assistance	42.4	
Hostage Relief Act Program	[t]	
Vocational Training for Certain Veterans Receiving VA Pension	[t]	X
Vocational and Educational Counseling for Servicemembers and Veterans	[u]	
Service Members Occupational Conversion and Training	64.5	
Health Care for Homeless Veterans	28.3	
Domiciliary Care for Homeless Veterans	23.4	
Housing and Urban Development/ Veterans Affairs-Supported Housing	2.1	

[a]Programs identified are federally funded and provide for (1) assisting the unemployed, (2) creating employment, and (3) enhancing employability. The programs provide assistance to adults and out-of-school youth not enrolled in advanced-degree programs.

[b]The proposed fiscal year 1994 funding amounts shown in appendix I are based primarily on the President's proposed budget, dated April 8, 1993. In those instances, when agency officials were able to provide us an estimate of the portion of the proposed budget that was used to provide assistance to adults and out-of-school youth, the amount has been adjusted. However, in other instances, when the portion of funds used for adults and out-of-school youth could not be determined, the amount shown is for the entire program.

[c]Programs included in analysis were those identified as providing some assistance to the economically disadvantaged.

[d]Economic Development-Public Works Impact: program funds included in Grants for Public Works and Development Facilities.

[e]Community Economic Adjustment: funds allocated in 1993 are used to support programs in out years until funding is depleted.

[f]Data not available at this time.

[g]Education loan program: amounts shown are estimates of loans for associate and nondegree programs, when possible to differentiate.

[h]School to Work: program proposed for fiscal year 1994. Funded at $270.0 million split evenly between the Departments of Education and Labor. Department of Education funding is from Carl Perkins Act: $15 million from National Programs-Research and Development and $120 million from Cooperative Demonstrations Program. Department of Labor funding is from the Job Training Partnership Act (JTPA).

[i]Youthbuild: program proposed for fiscal year 1994.

[j]Family Self-Sufficiency Program: job training, education, and support services are paid for by other programs, such as Job Opportunities and Basic Skills Training (JOBS) and JTPA. Federal funds may be used to cover local administrative costs. For fiscal year 1993, appropriations for operating subsidies permit the payment of $25.9 million to cover the administrative costs of operating the Family Self-Sufficiency program.

[k]JTPA IIB Summer Youth Employment and Training Program (Native American): funding included in JTPA IIB (Regular) program total.

[l]The actual funding for the JTPA Title III EDWAA program was increased significantly from the budget request dated April 8, 1993. The proposed funding for substate areas of $229.5 million was increased to $537 million. The proposed funding for the EDWAA Governor's Discretionary Fund was also $229.5 million, but was increased to $357 million. Similarly, the Secretary's Discretionary funds were increased from $114.7 million to $223 million.

[m]JTPA Defense Conversion Adjustment Program: funds allocated in 1991 used to support programs in out years until funding is depleted.

[n]JTPA Defense Diversification: funds allocated in 1993 used to support programs in out years until funding is depleted.

[o]JTPA Clean Air Employment Transition Assistance: no funds were appropriated for the Clean Air Act in fiscal year 1994.

[p]New program in 1994.

[q]The Homeless Veterans Reintegration Project was inadvertently omitted from our analysis of programs serving the economically disadvantaged.

[r]Federal Employment for Disadvantaged Youth-Summer: program coordinated by Office of Personnel Management, but carried out by numerous federal agencies. Obligations devoted to administration not separately identifiable.

[s]Selected Reserve Educational Assistance Program: funding included in All-Volunteer Force Educational Assistance total.

[t]Hostage Relief Act Program: replaced by the Omnibus Diplomatic Security and Anti-Terrorist Act of 1986. No program funding used in any year, but available.

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[a]Vocational and Educational Counseling for Servicemembers and Veterans: program funds included in other veterans programs, such as the All-Volunteer Force Educational Assistance Program.

Outcome Data Collected by Federal Programs Providing Employment Assistance to the Economically Disadvantaged

Agency and programs	Participant employment status	Participant skill attainment	Participant wage levels
Action			
Literacy Corps			
Department of Agriculture			
Food Stamp Employment & Training			
Appalachian Regional Commission			
Appalachian Vocational and Other Education Facilities and Operations	[a]	[a]	[a]
Department of Commerce			
Minority Business Development Centers	[a]	[a]	[a]
Economic Development-Grants for Public Works and Development			
Economic Development-Public Works Impact Program	X		
Economic Development-State and Local Economic Development Planning	[a]	[a]	[a]
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	X	[a]	[a]
Community Economic Adjustment	X	[a]	X
Department of Defense			
Transition Assistance Program	[a]	[a]	[a]
Military Base Reuse Studies and Community Planning Assistance	[a]	[a]	[a]
Department of Education			
Even Start-State Educational Agencies	X	X	
Even Start-Migrant Education	X	X	X
Women's Educational Equity		X	
Adult Education for the Homeless	X	X	
Vocational Education-State Programs and Activities[b]			
Vocational Education-Single Parents, Displaced[b] Homemakers, and Single Pregnant Women			
Vocational Education for Sex Equity[b]			
Vocational Education-Programs for Criminal Offenders[b]			
Vocational Education-Cooperative Demonstration[b]	[a]	[a]	[a]
Vocational Education-Community-Based Organizations[b]			
Student Literacy Corps			
Federal Pell Grant Program			
Guaranteed Student Loans			
Federal Supplemental Education Opportunity Grants			
Upward Bound		X	

(continued)

Agency and programs	Participant employment status	Participant skill attainment	Participant wage levels
Talent Search	X	X	
Federal Work Study Program			
Federal Perkins Loan Program-Federal Capital Contributions			
Grants to States for State Student Incentives			X
Educational Opportunity Centers		X	
Student Support Services		X	
Library Literacy		[a]	
Department of Health and Human Services			
Job Opportunities and Basic Skills Program	X		X
Community Services Block Grant			
Community Services Block Grant-Discretionary Award	X		
Community Services Block Grant Discretionary Awards-Demonstration Partnership	X	X	X
Health Careers Opportunity Program		X	
Department of Housing and Urban Development			
Family Self-Sufficiency Program	X	X	X
Department of the Interior			
Indian Employment Assistance	X		
Department of Labor			
JTPA IIA Training Services for the Disadvantaged-Youth and Adult[c]	X	X	X
JTPA IIA State Education Programs			
JTPA IIA Training Programs for Older Individuals	X		
JTPA IIA Incentive Grants	X	X	X
JTPA IIB Training Services for the Disadvantaged- Summer Youth Employment and Training Program (Regular)		X	
JTPA IIB Summer Youth Employment and Training Program (Native American)		X	
JTPA-Migrant and Seasonal Farmworkers	X	X	X
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	X	X	X
Federal Bonding Program	X		
JTPA-Native American Employment and Training Programs	X		X
Senior Community Service Employment Program	X		X
JTPA Job Corps	X	X	X
Trade Adjustment Assistance-Workers			
Targeted Jobs Tax Credit	X		
Employment Service-Wagner Peyser State Grants (7a)	X		
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	X		

(continued)

Agency and programs	Participant employment status	Participant skill attainment	Participant wage levels
Disabled Veterans Outreach Program	X		
Job Training for the Homeless Demonstration Project	X		X
Office of Personnel Management			
Federal Employment for Disadvantaged Youth-Summer			
Small Business Administration			
Business Development Assistance to Small Business	[a]	[a]	[a]
Minority Business Development	[a]	[a]	[a]
Department of Veterans Affairs			
Vocational Training for Certain Veterans Receiving VA Pensions	X	X	

[a]Not applicable.

[b]The information shown in this appendix does not reflect the data collected by the National Center for Educational Statistics for the vocational education programs.

[c]Starting in program year 1993, the JTPA Title IIA program was split into the Title IIA program for adults and the IIC program for youth. Because our analysis began before the programs were split, the data for this appendix show the two programs as one program.

Monitoring Activities by Federal Programs Providing Employment Assistance for the Economically Disadvantaged

Agency and programs	Compliance/ status[a]	Financial activities[b]	Participant outcomes[c]
Action			
Literacy Corps	X		
Department of Agriculture			
Food Stamp Employment and Training	X	X	
Appalachian Regional Commission			
Appalachian Vocational and Other Education Facilities and Operations	X	X	X
Department of Commerce			
Minority Business Development Centers	X	X	
Economic Development-Grants for Public Works and Development	X		
Economic Development-Public Works Impact Program	X		
Economic Development-State and Local Economic Development Planning	X		
Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration	X	X	X
Community Economic Adjustment	X	X	X
Department of Defense			
Transition Assistance Program	X		
Military Base Reuse Studies and Community Planning Assistance	X	X	
Department of Education			
Even Start-State Educational Agencies	X	X	
Even Start-Migrant Education	X		
Women's Educational Equity	X	X	X
Adult Education for the Homeless	X		
Vocational Education-State Programs and Activities	X	X	
Vocational Education-Single Parents, Displaced Homemakers, and Single Pregnant Women	X	X	
Vocational Education for Sex Equity	X	X	
Vocational Education-Programs for Criminal Offenders	X	X	
Vocational Education-Cooperative Demonstration	X	X	
Vocational Education-Community Based Organizations	X	X	
Student Literacy Corps	X		
Federal Pell Grant Program	X	X	
Guaranteed Student Loans	X	X	
Federal Supplemental Education Opportunity Grants	X	X	
Upward Bound	X	X	X
Talent Search	X	X	X
Federal Work Study Program	X	X	

(continued)

Agency and programs	Compliance/ status[a]	Financial activities[b]	Participant outcomes[c]
Federal Perkins Loan Program-Federal Capital Contributions	X	X	
Grants to States for State Student Incentives	X	X	
Educational Opportunity Centers	X	X	X
Student Support Services	X	X	
Library Literacy	X	X	
Department of Health and Human Services			
Job Opportunities and Basic Skills Program	X	X	X
Community Services Block Grant	X	X	
Community Services Block Grant-Discretionary Award	X	X	
Community Services Block Grant Discretionary Awards-Demonstration Partnership	X		
Health Careers Opportunity Program	X	X	X
Department of Housing and Urban Development			
Family Self-Sufficiency Program	X		
Department of the Interior			
Indian Employment Assistance	X	X	
Department of Labor			
JTPA IIA Training Services for the Disadvantaged-Youth and Adults[d]	X	X	X
JTPA IIA State Education Programs	X	X	X
JTPA IIA Training Programs for Older Individuals	X	X	X
JTPA IIA Incentive Grants	X	X	X
JTPA IIB Training Services for the Disadvantaged-Summer Youth Employment and Training Program (Regular)	X	X	X
JTPA IIB Summer Youth Employment and Training Program (Native American)	X	X	X
JTPA-Migrant and Seasonal Farmworkers	X	X	X
JTPA Employment Services and Job Training-Pilot and Demonstration Programs	X	X	X
Federal Bonding Program	X	X	X
JTPA Native American Employment and Training Programs	X	X	X
Senior Community Service Employment Program	X	X	
JTPA Job Corps	X	X	X
Trade Adjustment Assistance-Workers	X		
Targeted Jobs Tax Credit	[e]		
Employment Service-Wagner Peyser State Grants (7a)	X		
Employment Service-Wagner Peyser Governor's Discretionary Funds (7b)	X		
Disabled Veterans Outreach Program	X	X	
Job Training for the Homeless Demonstration Project	X	X	X

(continued)

Agency and programs	Compliance/ status[a]	Financial activities[b]	Participant outcomes[c]
Office of Personnel Management			
Federal Employment for Disadvantaged Youth-Summer	[e]		
Small Business Administration			
Business Development Assistance to Small Business	X		
Minority Business Development	X	X	
Department of Veterans Affairs			
Vocational Training for Certain Veterans Receiving VA Pensions	X		

[a]Monitoring activities concerning compliance and status include (1) reviewing the project to determine if it is meeting program requirements and following program procedures and (2) assessing the progress made in providing agreed-upon services.

[b]Financial monitoring activities include determining if the project has (1) followed proper accounting practices and OMB contracting procedures and (2) only spent funds on allowable items.

[c]Participant outcome data include employment status, wages earned, and skills attained.

[d]Starting in program year 1993, the JTPA Title IIA program was split into the Title IIA program for adults and the IIC program for youth. Because our analysis began before the programs were split, the data for this appendix show the two programs as one program.

[e]Program did not have a monitoring activity that was performed by federal officials.

GAO Identified Studies Published Between January 1990 and December 1993 on Employment Training Programs for the Economically Disadvantaged

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Action - Literacy Corps			
Development Associates, Inc.: An Evaluation Report on the VISTA Literacy Corps	X	X	
Development Associates, Inc.: An Evaluation Report on Volunteers in Service to America	X	X	
Department of Agriculture - Food Stamp Employment & Training			
Abt Associates, Inc.: Evaluation of the Food Stamp Employment and Training Program Final Report: Volume 1	X	X	X
Appalachian Regional Commission - Appalachian Vocational and Other Education Facilities and Operations			
Appalachian Regional Commission Office of the Inspector General: Audit Report for the Pennsylvania Welfare Reform Demonstration Project	X	X	
Tichenor and Eiche: Report on Review of Appalachian Regional Commission Work Force Excellence Initiative	X		
Tichenor and Eiche: Report on Independent Audit of Appalachian Regional Commission Workplace Literacy Programs for the Southern Tier Central Region of Appalachian New York	X		
M.D. Oppenheim and Company: A survey of the financial and programmatic records of the grants awarded by ARC to the Employment Opportunity Training Center of Northeastern Pennsylvania	X		
Commonwealth of Pennsylvania, Department of Commerce: The Pennsylvania Self- Employment Demonstration Project	X	X	
Department of Commerce - Minority Business Development Centers			
U.S. General Accounting Office: Minority Business: Minority Business Development Agency Needs to Address Program Weaknesses	X		
U.S. General Accounting Office: MINORITY BUSINESS: Management Improvements Needed at Minority Business Development Agency	X		
Department of Commerce - Economic Development - Grants for Public Works and Development			
Department of Commerce - Economic Development-Public Works Impact Program			
Mt. Auburn Associates: Evaluation of the U.S. Economic Development Administration's Public Works Program	X		
Department of Commerce -Economic Development-State and Local Economic Development Planning			
Department of Commerce - Special Economic Development and Adjustment Assistance Program-Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration			
Department of Commerce - Community Economic Adjustment			
Department of Commerce: Economic Development Administration Title IX Revolving Loan Fund Portfolio Status Report	X	X	
Department of Defense - Transition Assistance Program			
Department of Defense - Military Base Reuse Studies and Community Planning Assistance			

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Department of Education - Even Start - State Educational Agencies			
Abt Associates, Inc., and RMC Research Corporation: National Evaluation of the Even Start Family Literacy Program	X	X	X
Department of Education - Even Start-Migrant Education			
Department of Education - Women's Educational Equity			
Department of Education - Adult Education for the Homeless			
U.S. General Accounting Office: Homelessness: McKinney Act Programs and Funding Through Fiscal Year 1991	X		
Department of Education - Vocational Education - State Programs and Activities			
Department of Education: National Assessment of Vocational Education Interim Report to Congress	X	X	
Department of Education - Vocational Education - Single Parents, Displaced Homemakers, and Single Pregnant Women			
Department of Education - Vocational Education for Sex Equity			
Department of Education - Vocational Education - Programs for Criminal Offenders			
Department of Education - Vocational Education - Cooperative Demonstration			
Department of Education - Vocational Education - Community Based Organizations			
Department of Education - Student Literacy Corps			
Department of Education - Federal Pell Grant Program			
U.S. General Accounting Office: Student Financial Aid: Most Supplemental Educational Opportunity Grants Are Awarded to Needy Students	X		
Department of Education: Study to Determine the Consequences of the Need Analysis Formula Contained in the Higher Education Amendments of 1992	X		
National Computer Systems, Inc. and Macro Systems, Inc.,: Department of Education, Office of Student Financial Assistance: Pell Grant End-of-Year Report 1990-91	X		
Department of Education - Guaranteed Student Loans			
U.S. General Accounting Office: Student Loans: Direct Loans Could Save Billions in First Five Years with Proper Implementation	X		
U.S. General Accounting Office: Student Loans: Direct Loans Could Save Money and Simplify Program Administration	X		
U.S. General Accounting Office: Student Loans: Characteristics of Defaulted Borrowers in the Stafford Student Loan Program	X		
U.S. General Accounting Office: Testimony: Vulnerabilities in the Stafford Student Loan Program	X		
U.S. General Accounting Office: Stafford Student Loans: Millions of Dollars in Loans Awarded to Ineligible Borrowers	X		
U.S. General Accounting Office: Supplemental Student Loans: Legislative Changes Have Sharply Reduced Loan Value	X		
U.S. General Accounting Office: Testimony: Student Aid Information and Private Tuition-Guarantee Programs	X		

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Department of Education: Trends in Guaranteed Student Loan and Pell Program Participation By Type of Institution	X		
Department of Education: A Comparison of Projected and Actual Performance of the Verification Criteria In Three Award Years	X		
Department of Education: Is There a Direct Relationship between Civilian Employment and Stafford Loan Volume	X		
Department of Education: FY 1991 Guaranteed Student Loan Programs Data Book	X		
Department of Education - Federal Supplemental Education Opportunity Grants			
Department of Education - Upward Bound			
Department of Education - Talent Search			
Department of Education - Federal Work Study Program			
Department of Education - Federal Perkins Loan Program-Federal Capital Contributions			
U.S. General Accounting Office: Perkins Student Loans: Need for Better Controls Over Loans Recovered from Closed Schools	X		
U.S. General Accounting Office: Perkins Student Loans: Options That Could Make the Program More Financially Independent	X		
Department of Education: Correlates of Graduate Student Borrowing Patterns	X		
Department of Education - Grants to States for State Student Incentives			
Department of Education - Educational Opportunity Centers			
Department of Education - Student Support Services			
Department of Education - Library Literacy			
Department of Health and Human Services - Job Opportunities and Basic Skills Program			
Manpower Demonstration Research Corporation: Effectiveness of California's Greater Avenues for Independence (GAIN) Program		X	X
Renee S. Woodworth: The Promise of Jobs: Policies, Programs, and Possibilities	X		
Congressional Research Service: Aid to Families With Dependent Children and Postsecondary Education	X		
U.S. General Accounting Office: Welfare to Work: States Serve Least Job-Ready While Meeting JOBS Participation Rates	X		
U.S. General Accounting Office: Welfare to Work: JOBS Participation Rate Data Unreliable for Assessing States' Performance	X		
U.S. General Accounting Office: Welfare to Work: Effectiveness of Tribal JOBS Programs Unknown	X		
U.S. General Accounting Office: Welfare to Work: States Begin JOBS, but Fiscal and Other Problems May Impede Their Progress	X		
The Center on Budget and Policy Priorities, The Center for Law and Social Policy: JOBS in the South: A Review of Initial State Data	X		
Department of Health and Human Services, Office of Inspector General: Review of On-The-Job Training Under the JOBS Program, Ohio Department of Human Services	X	X	

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Department of Health and Human Services - Community Services Block Grant			
Department of Health and Human Services - Community Services Block Grant - Discretionary Award			
Department of Health and Human Services, Office of Inspector General: Audit of Office of Community Services Discretionary Grants Awarded to Mexican American Unity Council, Inc., San Antonio, Texas	X		
Department of Health and Human Services, Office of Inspector General: Review of Discretionary Grants Awarded Under the Rural Housing and Rural Facilities Program	X		
Department of Health and Human Services, Office of Inspector General: Audit of Office of Community Services Discretionary Grants Awarded to Mora Economic Self-Development Cooperative, Mora, New Mexico	X	X	
Department of Health and Human Services - Community Services Block Grant - Discretionary Awards - Demonstration Partnership			
Department of Health and Human Services, Administration for Children and Families: Demonstration Partnership Program Projects, Monograph Series 100-89: Case Management Family Intervention Models	X	X	X
Department of Health and Human Services, Administration for Children and Families: Demonstration Partnership Program Projects, Monograph Series 200-89: Micro-Business and Self-Employment	X	X	X
Department of Health and Human Services, Administration for Children and Families: Demonstration Partnership Program Projects, Monograph Series 300-89: Homeless Individuals and Families	X	X	X
Department of Health and Human Services, Administration for Children and Families: Demonstration Partnership Program Projects, Monograph Series 400-89: Early Prevention-High School Youth-At-Risk	X	X	X
Department of Health and Human Services - Health Careers Opportunity Program			
Department of Housing and Urban Development - Family Self-Sufficiency Program			
U.S. General Accounting Office: Public and Assisted Housing: Some Progress Made in Implementing HUD's Family Self-Sufficiency Program	X		
Department of the Interior - Indian Employment Assistance			
Department of Labor - JTPA IIA Disadvantaged Youth and Adults[a]			
Avraham Lachs: The Effects of JTPA Approved Training on Earnings		X	
U.S. General Accounting Office: Testimony: Amending the Job Training Partnership Act: Inadequate Oversight Among Issues that Need to Be Addressed	X		
MGT of America, Inc.: An In-Depth Review and Evaluation of JTPA for the Alamo Service Delivery Area	X	X	
South Carolina State Council on Vocational and Technical Education: A Review of Two Years of Coordination: JTPA Programs, Secondary Vocational Education, Technical Education	X	X	
U.S. General Accounting Office: Job Training Partnership Act: Youth Participant Characteristics, Services, and Outcomes	X	X	

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
San Luis Obispo County, Inc. Private Industry Council: Return on Investment Report	X	X	
John Redman: Rural Development Perspectives: Federal Job Training for the Poor May Be More Cost Effective in Rural Areas	X	X	
National Commission for Employment Policy: Training Hispanics: Implications for the JTPA System	X		
National Commission for Employment Policy: Evaluating JTPA Programs for Economically Disadvantaged Adults: A Case Study of Utah and General Findings Research Report	X	X	X
U.S. General Accounting Office: Job Training Partnership Act: Inadequate Oversight Leaves JTPA Vulnerable to Waste, Abuse, and Mismanagement	X		
Abt Associates Inc.: The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months		X	X
U.S. General Accounting Office: Job Training Partnership Act: Actions Needed to Improve Participant Support Services	X	X	
U.S. General Accounting Office: Job Training Partnership Act: Racial and Gender Disparities in Services	X	X	
U.S. General Accounting Office: Testimony: The Job Training Partnership Act: Abuse of On-the-Job Training and Other Contracting is an Ongoing Problem	X	X	
U.S. General Accounting Office: Job Training Partnership Act: Services and Outcomes for Participants With Differing Needs	X	X	
National Association of Counties: The Challenge of Quality: Participant Selection, Recruitment and Assignment	X		
Department of Labor - JTPA IIA State Education Programs			
John R. Petry, Memphis State University, and Fred K. Bellott, New Mexico State University: A Study of Terminees from JTPA Programs in Tennessee		X	
Department of Labor - JTPA IIA Training Programs for Older Individuals			
U.S. General Accounting Office: Job Training Partnership Act: Information on Set-Aside Funding for Assistance to Older Workers	X		
Jean Latting, University of Houston: Implementing Performance-Based Contracting in the JTPA Older Worker Program	X	X	
Department of Labor - JTPA IIA Incentive Grants			
SRI International: Effects of the 6 Percent Exemption Policy	X	X	
Department of Labor - JTPA IIB Training Services for the Disadvantaged - Summer Youth Employment and Training Program (Regular)			
Department of Labor, Office of Inspector General: Audit of 1992 JTPA Summer Youth Employment and Training Program	X		
Department of Labor - JTPA IIB Summer Youth Employment and Training Program (Native American)			
Department of Labor - JTPA - Migrant and Seasonal Farmworkers			
Berkeley Planning Associates and SPR Associates: Evaluation of the JTPA Title IV MSFW Program, Final Report	X	X	

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Department of Labor - JTPA Employment Services and Job Training - Pilot and Demonstration Programs			
Department of Labor - Federal Bonding Program			
Department of Labor - JTPA Native American Employment and Training Programs			
Department of Labor - Senior Community Service Employment Program			
Department of Labor - JTPA Job Corps			
Department of Labor - Trade Adjustment Assistance- Workers			
U.S. General Accounting Office: Dislocated Workers: Improvements Needed in Trade Adjustment Assistance Certification Process	X		
Mathematica Policy Research, Inc.: International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program	X	X	X
Department of Labor, Office of the Inspector General: Audit of Program Outcomes in Nine Selected States, FY 1991 and 1992	X	X	
U.S. General Accounting Office: Dislocated Workers: Comparison of Assistance Programs	X	X	
Secretary of Labor: Study of Trade Adjustment Assistance Program Worker Certification Methods	X		
Department of Labor - Targeted Jobs Tax Credit			
U.S. General Accounting Office: Targeted Jobs Tax Credit: Employer Actions to Recruit, Hire, and Retain Eligible Workers Vary	X	X	
TVT Associates: Policy Evaluation and Review of the Targeted Jobs Tax Credit	X		
Department of Labor: Targeted Jobs Tax Credit Program, State of Alabama	X	X	
Department of Labor - Employment Service - Wagner Peyser State Grants (7a)			
U.S. General Accounting Office: Employment Service: Improved Leadership Needed for Better Performance	X		
National Commission for Employment Policy: Improving the Effectiveness of the Employment Service: Defining the Issues	X		
W.E. Upjohn Institute for Employment Research: Labor Market Implications of ES Services for Duration of Joblessness, Probability of Subsequently Remaining Employed, and Repeated Spells of Joblessness: Comparisons of UI Beneficiaries in Pittsburgh and Philadelphia, 1979-87	X	X	X
Department of Labor - Employment Service - Wagner Peyser Governor's Discretionary Funds (7b)			
Department of Labor - Disabled Veterans Outreach Program			
Department of Labor - Job Training for the Homeless Demonstration Project			
Department of Labor: Employment and Training for America's Homeless: Job Training for the Homeless Demonstration Program	X	X	
Paul A. Toro, Ph.D., and the Research Group on Homelessness, State University of New York at Buffalo: Final Evaluation Report: Demonstration Employment Project - Training and Housing (DEPTH)	X	X	
Cynthia D. Moehrlin, Elgin Community College: The Community College and the Homeless: A Model for the Nation	X	X	

(continued)

Agencies, programs, and studies	Program management	Participant outcomes	Program effectiveness
Office of Personnel Management - Federal Employment for Disadvantaged Youth-Summer			
Small Business Administration - Business Development Assistance to Small Business			
Small Business Administration - Minority Business Development			
National Academy of Public Administration: Assessment of Title II Demonstration Projects for Women Business Owners	X	X	
National Academy of Public Administration: Organization and Operation of the Minority Small Business and Capital Ownership Development Program: An Assessment of Progress under Revised Statutes P.L. 100-656 and P.L. 101-574	X	X	
Office of Inspector General, U.S. Small Business Administration: The 7(j) Management and Technical Assistance Program of the Office of Minority Small Business Inspection Report	X		
U.S. General Accounting Office: Small Business: Problems in Restructuring SBA's Minority Business Development Program	X		
Department of Veterans Affairs - Vocational Training for Certain Veterans Receiving VA Pensions			
U.S. General Accounting Office: Vocational Rehabilitation: VA Needs to Emphasize Serving Veterans with Serious Employment Handicaps	X		
U.S. General Accounting Office: Vocational Rehabilitation: Better VA Management Needed to Help Disabled Veterans Find Jobs	X	X	
Department of Veterans Affairs: Report of Survey	X		
Bill Eddy: Three-Year Study of Significant Indicators Reflecting Outcomes and Performance of the Department of Veterans Affairs Vocational Rehabilitation Program	X	X	
Veterans Benefits Administration: A Report on the Vocational Rehabilitation Satisfaction Survey		X	

[a]Starting in program year 1993, the JTPA Title IIA program was split into the Title IIA program for adults and the IIC program for youth. Because our analysis began before the programs were split, the data for this appendix show the two programs as one program.

Studies That Evaluated Program Effectiveness: Methodology and Findings

Title	GAIN: Two-Year Impacts in Six Counties—California's Greater Avenues for Independence Program
Author and Date	Manpower Demonstration Research Corporation, May 1993
Program Purpose	GAIN (Greater Avenues for Independence) is the California version of the JOBS program. The purpose of the program is to help AFDC recipients enter the workforce and increase earnings and reduce welfare costs.
Methodology	The study included six California counties that account for more than one-third of the state's GAIN caseload and more than one-half of its AFDC caseload. A total of 33,000 AFDC recipients, for whom GAIN participation was mandatory and who had attended an orientation, were randomly assigned to either an experimental group (who remained subject to GAIN's participation mandate) or a control group (who were precluded from GAIN but could seek access to other services in the community). The two groups' employment rates, average earnings, and average AFDC payments, as well as the percentage of each group that left the AFDC rolls, were compared during the follow-up period. The differences between the two groups on these measures are the estimated impacts of GAIN.
Findings	Among other findings, overall, about 29 percent of the single parents in the experimental group were working at the end of the second year, almost 6 percentage points more than the control group (a statistically significant difference). About 51 percent of these single parents were employed at some time during the 2 years, compared with 45 percent of the control group. In addition, earnings for the single parents in the experimental group, for the second year of the study, was $2,712 per group member compared with $2,193 per control group member. This yielded an earnings gain, or impact, of $519 per group member (or 24 percent of the average control group member's earnings). The proportion of single parents in the experimental group receiving any AFDC payments had dropped to 61 percent by the end of the 2-year period. However, only a portion of this change can be attributed to GAIN since the control group experienced a similar decline. Nonetheless, three counties produced a statistically significant reduction in the proportion of single parents in the experimental group receiving welfare by the end of year 2. Similar results were also found for heads of two-parent families.

Title	The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months
Author and Date	Abt Associates, Inc., January 1993
Program Purpose	The purpose of the JTPA IIA program is to help the economically disadvantaged to compete in the workforce and reduce their dependency on welfare.
Methodology	In the national JTPA study, 20,601 JTPA applicants in 16 service delivery areas (SDAs) across the country were randomly assigned to the treatment group (which was allowed access to the program) or the control group (which was not provided services) over the period November 1987 through September 1989. The earnings and employment outcomes of both groups were then measured through follow-up surveys and administrative records obtained from state unemployment insurance (UI) agencies. Data on the baseline characteristics of the two groups were collected as part of the program intake process, and information about the employment and training services received was obtained from follow-up surveys and SDA records. The study sites were not chosen to be representative of the nation in a statistical sense, but they did reflect the diversity of local programs and environments in JTPA. This study gave estimates of the impact of JTPA Title II-A on the earnings and employment over the first 18 months after random assignment of four target groups—adult women and men (22 and older) and female and male out-of-school youths (16 to 21).
Findings	The results of the study are mixed. While JTPA Title II-A had generally positive effects on the earnings and employment of adults, adult men did not experience a statistically significant increase in earnings. The average 18-month earnings of the adult women randomly assigned to the treatment group went up by an estimated $539, or 7.2 percent of the control group mean. Access to the program also increased the percentage of women employed at some time during the follow-up period by 2.1 percent. These estimates were found to be statistically significant and interpreted as reliable evidence of positive impacts on earnings. The average increase in the percentage employed for adult men was 2.8 percentage points and the

average earning gain $550 or 4.5 percent, similar to those for adult women, but it was not statistically significant.

In contrast to the findings for adults, the program had little or no effect on the average earnings of female youths (a statistically insignificant earnings loss of $182 or –2.9 percent) and the program actually reduced the earnings of male youths, on average, as evidenced by a large, statistically significant loss of $854 or –7.9 percent over the 18-month period. Access to JTPA had no significant effect on the 18-month employment rates of either female or male youths.

Overall, the authors concluded that JTPA appears to have modest positive effects on the earnings and employment of adult men and women. But the program appears to have had virtually no effect on the earnings and employment of female youths and most male youths. In fact, it may have had a large negative impact on the earnings of those male youths who had been arrested before they applied to JTPA.

Title	International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program
Author and Date	Mathematica Policy Research, Inc., April 1993
Program Purpose	The purpose of the Trade Adjustment Assistance (TAA) program is to assist workers dislocated by imports to reenter the workforce.
Methodology	The TAA program offers Trade Readjustment Allowances (TRAs) and reemployment adjustment services to workers who lose their jobs due to increased import competition. In 1988, as one of several major changes, training was made an entitlement for eligible workers and TRA recipients were required to participate in an approved training program. This evaluation describes the pre-layoff characteristics and post-layoff labor market experience of nationally representative samples of TRA recipients who participated in the program either just before or just after the 1988 program changes. Data on UI exhaustees from manufacturing industries who did not receive TRA are used for comparison purposes.
Findings	The study findings suggested that the training requirement reduced weeks of TRA receipt among the average recipient, despite the fact that the average duration of training increased. In addition, the training requirement led to a decline in the duration of initial joblessness and to an increase in earnings due to more rapid employment. However, the study concluded that whether training should be mandatory for TRA recipients should depend on how successful the training is in increasing employment and earnings. According to the study, the findings did not indicate that participating in training had a significant impact on the estimated employment and earnings differences of TAA trainees and other TRA recipients. The study also did not find strong evidence that training had a substantial positive effect on employment and earnings, at least in the three years following the initial UI claim. Given the uncertainty about the returns of training the evaluation concludes that training should be voluntary rather than mandatory for TRA recipients.

Title	National Evaluation of the Even Start Family Literacy Program
Author and Date	Abt Associates, Inc., and RMC Research Corporation, March 1993
Program Purpose	The purpose of the Even Start program is to assist family members improve their literacy and, as a result, improve the educational opportunities of the children and the skills of the parents.
Methodology	The Even Start Family Literacy Program is intended to improve the educational opportunities of children and parents by integrating early childhood education for children with adult education for parents. One component of the evaluation provides in-depth information on a subset of 10 selected grantees. At these sites, program participants were randomly assigned to treatment or control groups. This component of the evaluation focused on short-term outcomes of Even Start for parents and children and on the relationship between services received and outcomes. Short-term effects of Even Start were measured in four areas: (1) children, (2) parent literacy, (3) parenting skills, and (4) families. The results were mixed.
Findings	Even Start children gained significantly more school-readiness skills than the control group, but the results of two other methods used to assess the effects of Even Start on children showed no significant program impacts. In the area of parent literacy, Even Start showed a clear positive effect on GED attainment by program participants. However, measurements in two other areas, functional literacy levels on a reading test and reading and writing activities in the home, showed no significant program effects. Only one of four assessments of Even Start's effects on parenting skills was significant—the number of different reading materials in the home. Across measures of the effects of Even Start on participating families, including perceived social support and adequacy of financial resources, gains from program entry to the end of the first program year were minimal.

Title	Labor Market Implications of ES Services for Duration of Joblessness, Probability of Subsequently Remaining Employed, and Repeated Spells of Joblessness: Comparisons of UI Beneficiaries in Pittsburgh and Philadelphia, 1979-87
Author and Date	Arnold Katz, Economics Department, University of Pittsburgh Preliminary Report for the Upjohn Institute of Employment Research
Program Purpose	The purpose of the Employment Service (ES) is to assist individuals, including UI claimants, in finding jobs.
Methodology	The study, based on administrative data routinely produced by the Pennsylvania UI and ES systems, examined the effectiveness of the ES system in Pennsylvania. Detailed histories of work, unemployment, and ES use of over 100,000 individuals, who registered with ES between 1978 and 1987, were assembled; their histories were then compared with the histories of a larger sample of nonregistrants. Pennsylvania was selected because (1) it has data dating back through a full business cycle, (2) it has a diverse economy, and (3) most important, it is the only state where the use of ES is voluntary for UI claimants.
Findings	The ES had a positive effect on shortening the period of unemployment for UI claimants that were considered long-term unemployed. UI claimants who had been unemployed for 30 weeks or more returned to work 9 weeks sooner than they would have had they not used the ES. In comparison, UI claimants who had been unemployed for roughly 12 weeks only reduced their unemployment, at most, by 2 weeks. The authors concluded that the shift from a 2-to-9 week reduction in unemployment suggested that the ES is particularly effective in aiding a relatively small segment of the claimants who have trouble finding work on their own. Further, the study shows that most ES users accept jobs after exhausting UI benefits, suggesting that jobs obtained through the ES are preferable to remaining jobless, but do not compare favorably with jobs held prior to becoming unemployed. Thus, the study concludes that the ES primarily acts as a backstop to prevent large earnings losses.

Title	Evaluation of the Food Stamp Employment and Training Program
Author and Date	Abt Associates, Inc., June 1990
Program Purpose	The purpose of the Food Stamp Employment and Training Program is to improve food stamp recipients' ability to gain employment and increase earnings and to reduce their dependency on public assistance.
Methodology	The evaluation of this program was conducted during fiscal year 1988. The evaluation was based upon a classical experimental design involving the random assignment of about 13,000 eligible participants to either a treatment group, required to enroll in this program, or a control group, excluded from program participation. The evaluation was conducted in 53 separate Food Stamp Agencies in 23 states. The sample was nationally representative of the different areas of the country in which the program operates, the types of food stamp recipients that participated in this program, and the modes of service delivery used in the program.
Findings	The author concluded that the Food Stamp Employment and Training Program was found to have no effect on participants' employment and earnings and only a relatively small effect on the average food stamp benefits. In its first full year of operation, the program was not meeting its intended objectives of increasing participants' employment and earnings and decreasing their dependence on public assistance. Although program participants made substantial gains in employment in fiscal year 1988, the extent to which participation had an effect on employment must be derived from a comparison of their outcomes with those of the control group. The results of this comparison indicate that program participation in fiscal year 1988 had no discernible effect on participants' aggregate earnings, probability of finding work, amount of time worked, or average wages. By the end of the first year after the random assignment, over 50 percent of the program participants had some employment during the year; however, this gain is no different from that observed for the control group. The report also noted that the types of people participating in the program contributed to the questionable effect program participation had on their ability to find employment. Nearly 70 percent did not have children and approximately one-half were single, highly mobile adults living alone. Most received no public assistance other than food stamps. Thus, the majority of the program participants were

people who would have been looking for work regardless of the requirement to participate in the program.

In terms of public assistance, the evaluation found an average $65 reduction in food stamp benefits for program participants over the first year following certification for benefits—about 6 percent of the average annual total food stamp benefits paid to participant households. In general, individuals assigned to the treatment group received slightly smaller benefits per month and spent slightly less time receiving benefits. According to the study, these small differences probably reflected the program's effect on a small percentage of participants who either voluntarily left the Food Stamp Program sooner than they would have otherwise or had their benefits reduced or terminated for noncompliance.

Title	Summary of Final Evaluation Findings From Fiscal Year 1989: Demonstration Partnership Program Projects. Monograph Series 100-89: Case Management Family Intervention Models
Author and Date	U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, June 1992
Program Purpose	The purpose of the Community Service Block Grant demonstration projects is to study ways to assist people on welfare to become more self-sufficient.
Methodology and Findings	This study evaluated five case management self-sufficiency initiatives. The initiatives involved multiple agencies joining together to provide coordinated services to individuals or families requiring public assistance. Use of these services is brokered or directed by a case manager who is responsible for coordinating the care received. Four of the five evaluations used either a randomized or constructed control group methodology to assess the impact of the initiatives. The results from the four evaluations using a comparative analysis were mixed: Family Self-Sufficiency Project: An analysis of AFDC data comparing the study group with two comparison groups across 15 months (April 1990 to June 1991) showed no statistical differences in the average amount of assistance received by the families in the three groups. Although the proportion of families receiving assistance and the average grant amounts for the three groups decreased across time, they decreased equally. However, the study concludes that the program clearly was able to improve parents' self-esteem and problem-solving skills, as well as the quality of their social relationships. Self-Sufficiency Plus: The only documented outcome of the program was in the area of education. The outcome effects for education were small, but they consistently pointed towards greater educational attainment by those participants who received all of the program's services. The study assumes that the educational advantages achieved by the treatment group are precursors of later increased employment and wages, and concludes that additional tracking of the participants would be necessary to document the ultimate impact of the program.

Operation Community Uplift: For two experimental sites, the study concluded that on-site interventions were a significant factor in increasing total family income and nonpublic assistance income. Interestingly, more experimental households increased their public assistance income. This outcome contrasted with the self-sufficiency goals of the project, but the study indicates this is a short-term solution to immediate problems, making it possible for people to work on longer term self-sufficiency goals.

Project HOPE-Headstart Opportunities for Parents Through Employment: An evaluation conducted at the project operation's midpoint shows the following: a slightly higher percentage of control group members were employed, but a significantly larger percentage of experimental group members were involved in educational and training activities that had the potential for increasing long-term employment opportunities. In addition, the unemployment rate (no job or training involvement) of parents in the experimental group was one-third of that in the control group. A subsequent evaluation attempted at project completion had low response rates, which made it difficult to draw statistical conclusions regarding the programs's success. However, based on the limited response, the study concludes that the HOPE project was not totally successful in its goal of having all participating parents employed by the end of the project. There were significantly more employed parents in the control group than in the experimental group. But the analysis also showed a significant number of parents in the experimental group involved in activities that had the potential for rewarding careers. Consequently, the study classified the project as a success.

Title	Summary of Final Evaluation Findings From Fiscal Year 1989: Demonstration Partnership Program Projects. Monograph Series 200-89: Micro-Business and Self-Employment
Author and Date	U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, June 1992
Program Purpose	The purpose of the Community Service Block Grant demonstration projects is to study ways to assist people on welfare to become more self-sufficient.
Methodology and Findings	These evaluations present the results of four programs designed to help low-income people achieve economic self-sufficiency by starting their own businesses or pursuing self-employment. These evaluations used either random or constructed control groups with which to make comparisons with the groups receiving services. On the basis of their analyses, the authors of each of these evaluations concluded that the programs were generally successful. Operation INC (Incubator for New Companies): Data were collected on the frequency of business start-ups or funding for both participants and a control group. During the 14-month evaluation period, 38 percent of those in the experimental group were funded for a business compared with 33 percent in the control group. Of the 15 businesses started by the experimental group, only 1 was unsuccessful. According to the study, the experimental group's business, with its success rate of 93.4 percent, far exceeds any national success rate in the general population. Partners in Progress: After 24 months, both the participant group and the control group were compared and evaluated. According to the study, case management services improved employability over a 2-year period. Women who received vocational training along with case management services were more likely to obtain employment than those who did not receive these services, although the hourly rate is not higher. Low-income women who received entrepreneurial training and case management services were more likely to have taken steps toward self-employment than low-income women who did not receive these services.

Capital Opportunities: Preliminary results of the project show that 93 percent of the program participants pursued and expanded their business ventures, compared with 50 percent of the control group. The receipt of a loan appeared to increase participants' sales and proportionately increase their personal salaries. On average, the loan recipient received less welfare assistance per month than the comparison group, $178 versus $208. Even though the report's evaluation only provided a preliminary assessment of the project, the study concludes that the program aided low-income people in pursuing or continuing their business ventures.

Bright Center Demonstration Partnership Project: At program exit, only 16 percent of Bright Center participants were unemployed, compared with 26 percent of the control group. At the 13-week follow-up, Bright Center participants who were unemployed decreased to 13 percent, while the rate for comparison group members increased to 36 percent. According to the study, an examination of the outcomes for Bright Center participants indicate the program is successful in providing training and support services to low-income women assisting them to achieve self-sufficiency. An overview of outcome data supports this conclusion, although the study indicates that the small number of control group members made a statistically sound comparison impossible.

Title	Summary of Final Evaluation Findings from Fiscal Year 1989: Demonstration Partnership Program Projects. Monograph Series 300-89: Homeless Individuals and Families
Author and Date	U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, June 1992
Program Purpose	The purpose of the Community Service Block Grant demonstration projects is to study ways to assist people on welfare to become more self-sufficient.
Methodology and Findings	This study evaluated three projects designed to increase the self-sufficiency of the homeless. Two of the projects used control groups to control for potentially confounding variables, mainly demographic differences. Homeless Family Self-Sufficiency Project: The evaluation compared families with little or moderate case management with families who received intensive case management. Among the findings, those families who received high case management were significantly more likely to move from a condition of no income or dependence on AFDC benefits to a condition of supporting themselves through a combination of employment and benefits. At the time of the evaluation, few families were able to support themselves through employment alone. However, families who received high levels of case management also appeared to exhibit greater positive change in their housing situations. The study concludes that most families make positive moves toward self-sufficiency when given some support in the form of case management. Homeless Employment Partnership: An experimental design was used to evaluate the impacts of the project. Even with the control group having job referral assistance and job search resources at their disposal, the case management clients did much better on identified indicators of self-sufficiency. The odds of having a job in the case management group was almost four times as high as in the control group, even when school status, race, barriers to employment, and past treatment were held constant. Key job benefits, such as health insurance and sick leave, were higher for the case management group than the control group. They were

also three times less likely to be homeless. The study concludes that the project was successful.

Title	Summary of Final Evaluation Findings From Fiscal Year 1989: Demonstration Partnership Program Projects. Monograph Series 400-89: Early Prevention-High School Youth-at-Risk
Author and Date	U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, June 1992
Program Purpose	The purpose of the Community Service Block Grant demonstration projects is to study ways to assist individuals on welfare to become more self-sufficient.
Methodology and Findings	This study evaluated two projects designed to increase self-esteem, improve school performance, and increase the job search and performance skills of targeted youth. Both projects used quasi-experimental designs in their evaluations. In both projects, local community action agencies and the targeted high school were the primary agencies. Both programs used as their primary intervention a specialized course, designed to improve self-esteem and decision-making skills. Although attrition in the control groups made analysis difficult, both evaluations concluded that during the life of the project, the experimental groups had more improvement in all categories than the control group. Partnership for Youth Self-Sufficiency: The results of the evaluation are mixed. Among other findings, on average, treatment group students were employed more hours per week than comparison group students. Among AFDC students, those assigned to the treatment group began with fewer hours per week, but surpassed the AFDC students in the control group halfway through the first intervention semester. The evaluation also shows that students in the treatment group had a greater knowledge of preemployment skills than the students in the control group. However, the average wage per hour actually declined for both groups of students over the tracking periods. No significant gains in grade-point average were shown by either the treatment group or control group. In addition, the evaluation did not detect any differences in dropout rates between students in the treatment and control groups in the initial stage of the project. However, later refinements to the intervention may have remedied this condition, as early data from the second phase suggest. The study concludes that the service model developed and implemented had

potential for future adaptation and replication with comparable high-risk populations.

High-Risk Youth Demonstration Project: It was expected that the interventions instituted by this project would lead to higher self-esteem, higher academic achievement, and greater success in the labor market. The study concludes that these expectations were clearly met. Although not always statistically significant, experimental group students, as compared with the control group, showed greater gains over the project period in scales used to reflect changes in self-esteem. The experimental group also showed greater increases in grade-point average, attendance, units completed, and graduation rate. In addition, the experimental group had a dramatically lower dropout rate, and had more success in the labor market.

Title	Evaluating JTPA Programs for Economically Disadvantaged Adults: A Case Study of Utah and General Findings Research Report
Author and Date	National Commission for Employment Policy, June 1993
Program Purpose	The purpose of the program is to assist the economically disadvantaged to find jobs.
Methodology and Findings	This study compared Utah JTPA II-A adult enrollees in program year 1987 to a comparison group which was constructed using various techniques from a random sample of ES registrants who received basic employment assistance during program year 1987. Net impacts of the JTPA II-A adult programs were estimated using non-experimental techniques, which compared the observed outcomes of program participants with those of the ES comparison group.
Findings	The employment impact estimates for Utah's Title II-A adult enrollees for program year 1987 suggest JTPA participation has a strong positive effect on employment for adult men and women who complete more intensive training programs and who are placed into fully unsubsidized private sector jobs. Participants who completed training and were placed in unsubsidized jobs (or were retained by their employers in the case of on-the-job training) had a significantly higher likelihood of being employed 2 years after their original program enrollment. Both adult women and men were roughly 10 percent more likely to be employed. In addition, JTPA resulted in higher second year earnings, if employed, for those placed through more intensive training programs. For adult women, this earnings impact is stronger for those enrolled in on-the-job training, while for adult men it is stronger for those enrolled in classroom training.

Comments From the Agencies

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
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22 FEB 1994

ECONOMIC SECURITY

Ms. Linda G. Morra
Director
Education and Employment Issues
Health Education and Human Services
Division
U.S. General Accounting Office
Washington, DC 20548

Dear Ms. Morra:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) draft report, "MULTIPLE EMPLOYMENT TRAINING PROGRAMS: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively," dated February 3, 1994 (GAO Code 205241/OSD Case 9512). The DoD has no comment on the information contained in the report, but disagrees with the inclusion of the Military Base Reuse Studies and Community Planning Assistance Program.

See comment 1

According to the draft report, the GAO focus was on Federal programs that provide employment training assistance to adults and out of school youth. The Military Base Reuse Studies and Community Planning Assistance Program, however, does not directly address employment opportunities or training for individuals. Rather, the program does what the title indicates--it helps States and local governments plan for reuse of closing military installations. Planning for reuse of the base involves the community deciding the best mix of industrial, commercial, aviation or residential, public or private use for the property that will best suit the needs of the community for economic development and jobs or public facilities and open space. The DoD tracks employment at a sample of former military installations as means of estimating the redevelopment and new job creation experiences of communities with former military bases.

The Department appreciates the opportunity to comment on the draft report.

Sincerely,

Paul J. Dempsey
Director
Office of Economic Adjustment

UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE UNDER SECRETARY

Dr. Linda G. Morra
Director, Education and Employment Issues
Human Resources Division
United States General Accounting Office
Washington, D.C. 20548

Dear Dr. Morra:

The Secretary asked me to respond to your letter dated February 2, 1994, requesting a review of the draft report entitled *Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively* (GAO/HEHS-94-88).

The Department of Education recognizes that detailed outcomes data for employment training programs are not currently available for many programs. Challenges still exist with the collection, analysis, and reporting of this data. However, the Department is making major strides toward reversing this trend.

Within the Department, efforts are underway to strengthen administrative structures for obtaining outcomes data on our most important programs. This winter, strategic plans were developed at the office level for every program and support office in the Department, as well as at the Department level in a consolidated plan. The purpose of this extensive planning is to identify key priorities at the office and Department levels, and to establish performance measurement systems to track the performance of our programs.

Further, the Department was designated as one of Vice President Gore's Reinventing Government Laboratories in Performance Measurement. Under this laboratory, each of ED's 17 principal operating components are identifying performance measures for their most heavily budgeted programs and most critical functions.

In reviewing the draft report, we are concerned that the process by which data was collected for this report has resulted in the omission of most of the Department's current initiatives to address deficiencies in the collection of outcome data on participants in programs receiving federal education funds. The GAO's report, in focusing on published reports, omits many initiatives to address those deficiencies. Our comments include reference to the Department's major legislative initiatives aimed at supporting performance measures and standards, efforts currently underway to develop performance measures for major programs, and evaluations underway to evaluate program effectiveness.

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The Department's comments also address the misidentification of many education programs identified as providing "employment training to adult and out-of-school youth" in the first report of the series, as well as the flaws in the data collection process for this draft report and their effect on the conclusions reached in the report.

Attached are our comments on the draft report. If you have any questions, please contact Dr. Alan Ginsburg, Director, Planning and Evaluation Service, at 401-3132.

Sincerely,

Marshall S. Smith

Attachment

See comment 2.

See comment 3.

U S Department of Education Response to GAO Draft Report, *Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively* (GAO/HEHS-94-88)

This is the fourth report in a series on employment training programs, but only the first the Department has been asked to review. The Department apparently was not given the opportunity to review the first report, *Multiple Employment Programs: National Employment Training Strategy Needed* (GAO/T-HRD-93-27, June 18, 1993) which identified the employment training programs discussed in this series of reports. In addition, the Department was not given the opportunity to comment on *Employment Training Programs: Conflicting Requirements Hamper Delivery of Services* (GAO/HEHS-94-78, January 28, 1994) and *Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Costs* (GAO/HEHS-94-80, January 28, 1994).

The draft report does not reflect the Department's initiatives to address deficiencies in the collection of outcome data on participants in programs receiving federal education funds.

The Department of Education recognizes that detailed outcomes data for employment training programs are not currently available for many programs. Challenges still exist with the collection, analysis, and reporting of this data. However, the Department is making major strides toward reversing this trend.

The Administration's education reform strategy, consisting of three key legislative initiatives which are currently pending before Congress, includes efforts to support the development of performance measures and standards:

- The Goals 2000: Educate America Act challenges every state to develop academic and skills standards consistent with national standards. This legislation will encourage states and local communities to revamp their entire education systems, particularly through reforms of curricula and staff, to enable students to meet high academic standards and to move toward an outcome accountability system. Moreover, it will establish a national system of occupational skill standards benchmarked to world class levels.

  Goals 2000 provides the template for two other pieces of education reform legislation: Improving America's Schools Act of 1993 and the School-to-Work Opportunities Act of 1993.

- The Improving American Schools Act of 1993, which reauthorizes the federal government's programs in elementary and secondary education, reinforces Goals 2000 by increasing access to quality education. It targets federal investments in education toward disadvantaged children and youth--encouraging the adoption of school-wide approaches in high-poverty schools--to ensure that they have the opportunities to meet high academic standards.

- The School-to-Work Opportunities Act, a joint initiative of the Departments of Education and Labor promotes the creation of comprehensive systems in every state and local community to provide a smooth, but challenging, transition from school to career

opportunities for youth not going on to four-year postsecondary institutions. The School-to-Work legislation combines academic and occupations skills, work experience, and a challenging curriculum articulating high school and two years of college where appropriate, or additional training. A student who completes a school-to-work program would receive both a high school diploma and a skills certificate benchmarked to challenging academic and skills standards that will be recognized nationwide.

Within the Department, efforts are underway to strengthen administrative structures for obtaining outcomes data on our most important programs.

- Department of Education Strategic Plan. This winter, strategic plans were developed at the office level for every program and support office in the Department, as well as at the Department level in a consolidated plan. The purpose of this extensive planning is to identify key priorities at the office and Department levels, and to establish performance measurement systems to track the performance of the Department's programs.

- Reinventing Government Laboratories in Performance Measurement. Further, the Department was designated as one of Vice President Gore's Reinventing Government Laboratories in Performance Measurement. Under this laboratory, each of ED's 17 principal operating components is identifying performance measures for its most heavily budgeted programs and most critical functions. The Department was also selected as a pilot under the Government Performance and Results Act to develop a performance plan for all the activities within the Department that are related to the administration of student financial aid programs, and to report on the Department's success in reaching high levels of performance proposed in the plan.

In addition, the Department is undertaking efforts to development performance measures for its major programs. The following efforts have been undertaken by the Department to develop performance measures or indicators of program quality for major program areas.

- Adult Education. The National Literacy Act of 1991 requires the development of indicators of program quality to be used by state and local programs receiving assistance under the Act including success in recruitment and retention of students and improvement in the literacy skills of students. The Department, in consultation with states, experts in the field, and educators, has developed model indicators of program quality. Workshops have been conducted for state directors of adult education who are responsible for developing and implementing state indicators of program quality.

- Vocational Education. The Carl D. Perkins Vocational and Applied Technology Education Act (Perkins Act) requires states to develop and implement systems of core measures and standards for assessing the performance of secondary and postsecondary vocational education programs. At a minimum, each state must include at least two measures in the accountability system, one of which must be an indicator of learning and competency gains, with the other measures being either competency attainment, job or work skill attainment, completion of secondary school or its equivalent, or placement into additional training or education, military service, or employment.

The Department has provided technical assistance to states and has conducted workshops on the implementation of state performance measures systems.

- Vocational Rehabilitation. The 1992 Amendments to the Rehabilitation Act include a requirement for development and implementation of evaluation standards and performance indicators for the basic state grant program. The Rehabilitation Services Administration is directed to require that states report annually on their compliance with the standards. The Department has established a Regulations Policy Group to work with experts to develop regulations to be published by September 1994.

The Department of Education has also made major strides in evaluating the effectiveness of many of the programs identified in the draft report as employment training. The Department's multi-year evaluation plan includes both process and outcome components to identify effective educational strategies. A growing number of random assignment evaluations are underway to evaluation program impact, including for example, the following:

- Even Start Program. The Department evaluated the implementation and impact of projects funded under this program, providing comprehensive data on participants, services, coordination, implementation, and staff training for projects begun in FY 1989 and FY 1990, as well as an in-depth, random assignment assessment in select sites. The final report was submitted to Congress in September 1993.

- Adult Education Program. In FY 1990, the Department launched a national longitudinal study of adult education programs and participants. In addition to collecting information on service providers, clients entering the program over a one-year period were followed for up to 18 months to obtain comprehensive measures of the intensity and duration of participation. The final report will be available in 1994. Additional analyses will be conducted on recruitment, program retention, learning gains, and changes in employment status.

- School Dropout Demonstration Assistance Program. The Department's current demonstration under this program is centered on two models--school-wide restructuring and targeted interventions directed specifically toward students at risk of dropping out. An in-depth evaluation of selected projects is examining implementation of these programs. A random assignment evaluation of student outcomes in targeted projects was begun in the 1992-93 school year; the final year of data collection will be the 1994-95 school year.

- National Workplace Literacy Program. This evaluation will take a detailed look at projects funded under this program in FY 1993. Using a random assignment design where feasible, this study will assess project impact on worker job performance, productivity, retention, and earnings. Through case studies of these projects, effective workplace literacy practices will be identified.

- National Assessment of Vocational Education (NAVE). Required by section 403 of the Perkins Act, NAVE is specifically charged with reporting on the academic and

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employment outcomes of vocational education. NAVE will report on outcomes of secondary and postsecondary vocational education, including employment and earnings. NAVE's interim report was submitted to Congress on December 30, 1993 and the final report will be submitted on or before July 1, 1994.

- Postsecondary Evaluation Studies. Even though most postsecondary programs do not contain funding set-asides to pay for evaluations, the Department's efforts have grown significantly in recent years. Current student aid evaluations include possibilities for measuring the outcomes of proprietary schools, analyzing the effects of student aid on enrollment decisions, examining the debt burden of recent college graduates, and analyzing factors related to loan defaults and the effectiveness of measures to reduce defaults. The Department has recently begun a major evaluation of the Direct Student Loan Program.

In addition to providing information on the major and extensive efforts underway in the Department to improve the collection of outcome data on participants in programs receiving federal education funds, we also have comments on the process GAO used to collect data for the draft report and the manner in which it affected the conclusions reached in the draft report.

Many of the programs included in the draft report do not appear to be within the definition of "employment training programs."

See comment 4.

The term "employment training programs" is defined as "those programs and related funding streams that provide employment training to adults and out-of-school youths" in footnote 2 to the draft GAO report. We disagree that many of the programs discussed in the report are within this definition. GAO's initial determination as to which programs to include within this definition is apparently reflected in *Multiple Employment Programs: National Employment Training Strategy Needed* (GAO/T-HRD-93-27, June 18, 1993). Specific examples of the programs that should not have been considered to be within this definition, at least without some further explanation, are as follows:

- Even Start Program. While employment training may be a secondary outcome of the Even Start program, it is not the primary purpose. Rather, the purpose of the program is family literacy and parenting education training.

- TRIO Programs. The purpose of Upward Bound, Talent Search, Student Support Services, and Educational Opportunity Centers Programs is to encourage low-income youth and first-generation college students to complete secondary school and to enroll in postsecondary education programs by providing academic support services and information on financial aid.

- Vocational Education State-Administered Programs. The definition's limitation to "adults and out-of-school youths" excludes most individuals served by the state-administered programs under the Perkins Act--students in secondary schools. Some of the funds awarded under the vocational education programs listed in the appendices to

See comment 5.

the draft report could be used for adults or out-of-school youth, but they were not appropriated for, and could not be used exclusively for, these populations. Thus, listing the ten state-administered vocational education programs and including their appropriations in Appendix I to the draft report (pages 18-19) in the total for "employment training assistance" is very misleading.

- Cooperative Demonstration Program. Even though the definition refers to programs that provide "employment training," the draft report specifically examines the data collection and monitoring activities of the Cooperative Demonstration Program of the Perkins Act, which is not an employment training program per se. This was discussed with Jim Owczarzak of GAO's Detroit Regional Office in a telephone conversation on February 1, 1994, with members of this Department, and Mr. Owczarzak agreed orally to indicate by footnote that collection of outcome data was not applicable to this program. As was discussed, the purpose of this program is to extend successful techniques by having grantees demonstrate whether techniques already proven to be successful could be used by other entities. "Outcome data" related to the specific techniques to be demonstrated is gathered both in the application for grant funds and in the independent evaluation that the grantees are required to provide. See 34 CFR §§ 426.21(b) and 426.32.

The conclusions reached in the draft report are not accurate and are based on incomplete information.

Generally, it is difficult for us to determine the overall accuracy of the report's conclusions as they relate to this Department's programs. In some instances, we cannot identify the specific programs listed in the report from the names given. In other instances, we do not think that GAO looked at all the data collected by this Department, and, thus, reached inaccurate conclusions about the outcome data being collected in regard to specific programs. In addition to the outcome and impact evaluations noted earlier, the Department collects outcome data on other programs. Specific examples of these programs include:

- Women's Educational Equity Program. Although the chart on page 31 of the draft report indicates otherwise, the Women's Educational Equity program does provide for financial monitoring and the collection of participant outcome data. The participant outcome data collected is primarily data on skills attainment.

- Vocational Education Programs. The conclusion that the Department does not collect outcome data on vocational education programs does not reflect that fact that the National Center for Education Statistics (NCES), not the Office of Vocational and Adult Education, is authorized by statute to collect this data for the Department. At the federal level, and specifically for purposes of providing information to Congress relevant to policymaking, NCES is charged with the overall responsibility for establishing a system for collecting Data on Vocational Education under section 421 of the Perkins Act. This system has been in existence since 1987 and derives data on vocational education from a combination of general purpose education surveys--the approach endorsed by the Perkins Act

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See comment 6

The premise of the draft report does not reflect the statutory scheme of the Department's state-administered programs.

Overall, the draft report evidences a misunderstanding of the statutory schemes that authorize federal funding for state-administered education programs. The "background" section of the draft report (pages 3-4) indicates:

> "To assure programs get the most from this investment, program administrators must have information about their programs' strengths and weaknesses. With this information, they can make changes to improve programs, such as modifying the types or numbers of services available to help participants receive training that meets their needs and enables them to obtain employment." [Emphasis added.]

GAO's statement concerning the need for outcome data to enable program administrators to "make changes to improve programs" evidences some misunderstanding of not only the statutory schemes of the Department's state-administered programs, but also the limited authority of the federal officials who administer them. In general, in authorizing state-administered programs that are funded on the basis of state plans, Congress has given the authority to make funding decisions with respect to state and, in some programs local, activities to the state entity receiving the federal grant. As discussed below, a specific example of this is the state-administered vocational education program authorized by the Perkins Act. Consistent with this, Congress has required outcome data related to the participants in these vocational education programs to be collected by the state grantee and it subrecipients. With respect to the state-administered vocational education programs, the Perkins Act illustrates these points as follows:

- The states--not the Department--determine which projects and activities are funded based on the required state assessments and local evaluations. Under the Perkins Act, the Department must distribute funds for the state-administered programs by formula if the state submits a state plan that meets the requirements of section 113 of the Perkins Act and is of sufficient quality. Section 113 requires a state to base its use of funds on the required state assessment and goals. Thus, this Department has no authority to approve other uses of the funds or to redirect funding within the state to other activities.

- States develop standards and measures which reflect the outcomes to be examined and the goals attained in accordance with section 115 of the Perkins Act. The local recipients perform annual evaluations, which include gathering outcome data on participants, and develop improvement plans if substantial progress is not made in meeting the state standards and measures pursuant to section 117 of the Perkins Act. The Act does not require that states report outcome data to the Department.

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DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of Inspector General

Washington, D.C. 20201

MAR 2 1994

Ms. Linda G. Morra
Director, Education
and Employment Issues
United States General
Accounting Office
Washington, D.C. 20548

Dear Ms. Morra:

Enclosed are the Department's comments on your draft report, "Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively." The comments represent the tentative position of the Department and are subject to reevaluation when the final version of this report is received.

The Department appreciates the opportunity to comment on this draft report before its publication.

Sincerely yours,

June Gibbs Brown
Inspector General

Enclosure

COMMENTS OF THE DEPARTMENT OF HEALTH AND HUMAN SERVICES ON THE U.S. GENERAL ACCOUNTING OFFICE'S DRAFT REPORT, "MULTIPLE EMPLOYMENT TRAINING PROGRAMS: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively," Report No. GAO/HEHS-94-88

Thank you for the opportunity to review your draft report.

The Job Opportunities and Basic Skills Training (JOBS) Program is correctly shown in table format, on page 11 and page 32, as having the program monitoring and evaluation found absent in most other listed programs.

General Comments

See comment 7.

We are concerned that the report's definition of "employment training programs" is too broad to be useful. Many of the programs listed do not have employment as a specific goal. The narrative is brief and sweeping in its criticism of Federal programs without acknowledging that employment training is not the primary activity of many of these programs. We suggest that the General Accounting Office (GAO) try to categorize the programs and concentrate on programs with specific employment training goals in this report.

See comment 8.

In the executive summary on page 2 of the report, GAO states that they did not attempt to determine why agencies did not collect data on participant outcomes. It would be helpful to have at least an initial determination of which programs are required by statute or regulation to undertake such activities and to what degree these activities are required.

See comment 9.

We disagree that the lack of data on participant outcomes automatically means "Most Federal Agencies Do Not Know If Their Programs Are Working Effectively." There are numerous completed and ongoing studies that have evaluated program effectiveness and have provided sufficient feedback to give some indication of program effectiveness. As part of the report, GAO reviewed many of these studies, some of which are summarized in Appendix V of the report. We are concerned that the title of this report is not an accurate reflection of its contents. A better title would be "Most Federal Agencies Do Not Collect Data On Participant Achievements."

See comment 10.

State Legalization Impact Assistance Grants (SLIAG) is listed in Appendix I of the report as one of the Federal programs in the Department of Health and Human Services which provide employment and training. It also includes the full amount of Fiscal Year 1994 grants to States, suggesting the full grant amount is used for this purpose. We believe that the draft report is not correct on both counts.

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SLIAG is not in any way an employment or a training program and should be deleted from the listing. Even if the program is included, it is misleading to list the full amount of grants. The program provides funds for public assistance, public health assistance, educational services, employment discrimination education and outreach, Phase II outreach, SLIAG administrative costs and program administrative costs. With regard to adult education, the regulations for SLIAG at 45 C.F.R. 402.2 allow reimbursement only for adult educational services authorized by the Adult Education Act (P. L. 89-750) as in effect November 6, 1986. Guidance provided by the SLIAG program to States on October 21, 1988, indicated that vocational education services were not authorized by the Adult Education Act, and therefore cannot be paid for with SLIAG funds.

See comment 11.

Three Refugee and Entrant Assistance programs are also listed: Discretionary Grants, State Administered Programs, and Voluntary Agency Programs. These programs offer a wide range of assistance and services including, for example, direct income maintenance, services for the aged, and medical translators. Job placement is a major objective of these programs, but none of these programs is primarily an employment training program.

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

February 24, 1994

Ms Linda G. Morra
Director
Education and Employment Issues
Human Resources Division
U.S. General Accounting Office
441 G Street, N.W.
Washington, D.C. 20548

Dear Ms. Morra:

Enclosed is the Department of Labor's response to the draft General Accounting Office report entitled MULTIPLE EMPLOYMENT TRAINING PROGRAMS: Most Federal Agencies Do Not Know if Their Programs are Working Effectively. We appreciate your providing the opportunity for us to comment.

See comment 12

Your agency recently released two other reports on multiple employment and training programs entitled: Conflicting Requirements Hamper Delivery of Services and Overlapping Programs Can Add Unnecessary Administrative Costs. We are disappointed that we were not provided the opportunity to comment on these reports before they were published since they address issues that are a central focus of the Department's major workforce initiatives. Under separate cover we shall provide comments on these reports as well in order to convey the Department's comprehensive strategy for delivering employment and training services.

Sincerely,

Robert B. Reich

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U.S. Department of Labor
Response to Draft GAO Report

MULTIPLE EMPLOYMENT PROGRAMS
Most Federal Agencies Do Not Know If
Their Programs Are Working Effectively

Background and Objectives

To learn more about how federal agencies assess whether their employment training programs are working, Senator Nancy Kassebaum asked GAO to determine:

- What data federal agencies collect on participant outcomes.
- How federal agencies monitor local program performance.
- What studies of program effectiveness have been conducted.

General Remarks

The Department agrees with GAO on the importance of collecting and using this type of information. The challenge we face is to attack problems within the context of a rigorous budget and to fund what works.

The Department's FY 1995 budget addresses this challenge by including substantial new investments for the School-to-Work opportunities program for non-college bound high school students. This is a program that has grown out of evidence about what works. The budget also supports a proposed new reemployment system, one-stop career centers, and an expansion of the Job Corps program. The Department is moving to streamline today's patchwork of training programs--as noted in this and related GAO reports.

We have been searching for a variety of evidence of what works for getting workers into new and better jobs. To illustrate, the Department in early February 1994 hosted a conference on "Building a Reemployment System: What is Working Across America," that brought managers and customers of some of these programs together. The conference not only highlighted programs that work but focused on identifying their critical common elements.

Our FY 1995 budget proposal also addresses our accountability for building the skills of the economically disadvantaged--adults as well as youth. In this critical area that is the focus of this GAO report, we have been especially careful to examine the evidence and concentrate resources where they make a difference. To illustrate, a major evaluation that is referenced in the GAO report as a clear example of an effectiveness study--the National JTPA Study--confirmed mounting evidence that existing JTPA Title

II training programs for out-of-school disadvantaged youth fail to have positive impact on employment and earnings. Our proposed budget cuts spending on these approaches--while we develop new, more effective approaches--while increasing the budget for adult programs for the disadvantaged and for Job Corps, areas where evaluation has shown programs to be cost-beneficial.

We also agree with GAO that collection of information on outcomes and effectiveness is important. Within the constraints of the diminished resources that Congress has made available for this purpose in recent years, we have sought to collect and use the best information we can. We are pleased, however, by one clearcut turnaround in support for this activity. Our FY 1994 appropriation has provided additional evaluation funds that permitted us to launch a new random-assignment effectiveness evaluation of Job Corps. We are hopeful that a similar request for FY 1995 will also be enacted, enabling us to continue the study. This GAO study may support the allocation of resources that are needed to remedy the current under-investment in outcome and effectiveness information.

Program Coverage in This Report

GAO focussed on 63 programs--out of a universe of 154 employment training programs they had previously identified--that provide "some" employment training assistance to economically disadvantaged persons. That subset contained 18 DOL programs, out of 36 DOL programs contained on the longer list.

See comment 13

Comment: Of the 18 programs, we do not consider five (5) as appropriate to the report's focus on employment training assistance to the economically disadvantaged. Three substantial programs that GAO included--Trade Adjustment Assistance and two types of Federal allotments to support State Employment Service activities--finance services and activities that have no income-eligibility requirements for recipients of services and are not designed to focus on economically disadvantaged persons. To the contrary they assist workers from a wide variety of economic circumstances who have lost jobs and/or are seeking to find better jobs.

Two other "programs"--Pilot and Demonstration and one of its small components (the Federal Bonding Program)--are not designed to provide assistance but rather to pilot, demonstrate and test a variety of innovative program approaches. They are not really programs in the way that we understand the term is being used for this report. We recommend that GAO clarify its definition for program inclusion in this report and take a closer look at whether these five programs belong; we believe that they do not.

See comment 14

One program that should be added to the list is the Homeless Veterans Reintegration Project. It is listed in Appendix I,

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serves economically disadvantaged persons, and is a separate program from ETA's Job Training for the Homeless Demonstration Program.

Collection of Outcome Data and Conduct of Studies of Program Effectiveness

GAO concludes that "most agencies do not collect information on program outcomes nor do they conduct studies of program effectiveness."

Comment: Whether or not this statement is true of most agencies, we do not believe it is true for the Labor Department. We believe that the Department does a good job in this respect. Of the 14 Department programs that are focussed on the economically disadvantaged, the Department collects some program-outcome information on 11 of them as indicated in GAO Appendix II plus the Disabled Veterans' Outreach Program and the Homeless Veterans Reintegration Project, for a total of 13. We have also done studies of program effectiveness on most. We list studies that contain effectiveness information on these programs in an attachment.

There are two misconceptions that lead GAO to understate both the amount of outcome information and effectiveness studies that have been done on programs.

See comment 15.

On outcome information, as the report is structured, GAO tends to mistakenly link collection of outcome information with monitoring activities. In fact, most Department programs collect participant-outcome information through reporting systems. Monitoring cannot usually be universal, as good reporting systems usually can. We are not surprised that Table 1 (p. 9) shows that most programs throughout the Federal government do not obtain participant-outcome data through monitoring; that is not a very efficient way of obtaining complete information. The analysis mixes up the means of review. Review of outcomes is typically through statistical analysis of reporting systems, not on-site analysis that is usually more focused on compliance issues.

Now on p. 8.

A clear example of this GAO's confusion is on p. 9 of the draft report where GAO discusses the monitoring guide for the Job Training for the Homeless Demonstration Program and notes that it does not cover participant outcomes.

Deleted

See comment 16.

In fact, quarterly outcome data from all grantees are required by the Department using a reporting form that is supported by a comprehensive client-level information system. A copy of the form is attached. The Department does know whether participants find jobs--contrary to the statement on p. 9. Indeed Appendix II

See comment 17.

See comment 18.

correctly notes (on p 29) that employment-status information is available for this program.

On effectiveness studies, GAO follows a very narrow definition of what an effectiveness study is. Its definition would require that the study use intrusive and difficult random-assignment procedures to create a participant group and control group.

While the Department has pioneered in the use of such studies--for example, the National JTPA Study of Title II-A--this methodology is not always feasible, nor is it typically used by GAO in its studies of Departmental programs. Nowhere in the report does the GAO acknowledge that using this methodology is typically very costly, can be intrusive to normal program operations, and is clearly not appropriate to assessing the effectiveness of many types of programs (e.g., research and demonstration programs).

Considerable information on effectiveness can and is being provided by a variety of analytical approaches--before and after comparisons, time-series analysis, comparison of outcomes within different parts of the program, and case studies that involve qualitative analysis. Some studies combine these approaches. The Department has conducted a variety of such studies that provide effectiveness information that have proved useful to program managers in how their programs are working. A list of such studies for the 14 Department programs that serve the economically disadvantaged is listed in an attachment.

In our opinion, GAO should provide a more complete description of different types of effectiveness studies--including their strengths and weaknesses--before drawing conclusions.

One Size Fits All

A final general comment is "one size fits all" or "bean counting" nature of the report. The programs included have large differences in their objectives and structure--including the nature of management and reporting relationships between the Federal level and the program operators. To illustrate, in Job Corps the individual centers that provide services have direct contracts with the Federal Government, whereas JTPA Title II is really a decentralized block grant with States having the primary management/oversight role.

The report's undifferentiated lumping together of programs with very different purposes, different forms of Federal involvement and large size differentials does not help the reader make meaningful distinctions and renders any conclusions at the aggregate level of very limited usefulness.

Other Comments

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Now on pp. 6-7.

See comment 19.

See comment 20.

See comment 21.

See comment 22.

See comment 23.

Pp. 7-8. GAO suggests the desirability of linking data on participant characteristics, training provided, and outcomes. The Department has established a management-information system that is capable of the cross-tabulations suggested (e.g., that link demographics, services and outcomes). This system covers the Department's major JTPA Title IIA and IIC programs and is in the process of being extended to our JTPA Indian and Native American Programs.

To suggest, however, that such a system can be established for all programs would require considerably more resources that Departments typically allocate to such activity. Limited resources would certainly preclude such a system in smaller programs, and in the smaller programs, it may not be practical or worth the effort. Again, GAO fail to consider the cost dimensions of their work.

Appendix I. The list of the 36 Labor Department programs is an odd sort of catalog. We are not sure of the point of counting them up this way-- for example, listing JTPA IIA and IIC State Education Programs. This is one State set-aside program that is incidentally funded from two sources.

P. 21. "Funding figures for Title III for "1994" are listed as $229.5 million for local SDA allotment and "Governor's 50% Discretionary". These figures do not compare to DOL data. FY 1994 funding for Title III is $1.118 billion, of which $894 million is allocated to States; at least 60 percent, or $537 million, must be allocated to substate grantees. Title III uses substate areas, not Service Delivery Areas.

P. 22. The "Secretary's Discretionary" figure ($114.7 million) is not accurate. For FY 1994, $223 million is available for the Secretary under Title III. FY 1994 funding for Job Corps should be $1,040.5 million. The Homeless Veterans Reintegration Project (HVRP) funding level is $5.1 million, not N/A. The amount for the Job Training for the Homeless Demonstration Program should be $7.5 million. These programs are distinct.

P. 25. The note on Clean Air funds is not accurate. Clean Air funds are appropriated annually and must be obligated in the year in which they are appropriated. There is no appropriation for Clean Air in FY 1994.

Appendix II. Why does this appendix not list both JTPA Title IIC and Title IIA, as Appendix I does? Need consistency.

P.28. Indicates that the Department of Labor does not collect information on "participant skill attainment" for JTPA II? incentive grant programs. This is incorrect; all outcomes for individuals participating in projects funded by incentive grants-

- including skill attainments--are included in the JTPA administrative reporting system.

P. 29. Disabled Veterans' Outreach Program. Indicates that VETS do not routinely collect data on employment status, skill attainment, and wage levels. The VETS reporting system is part of the Employment Service reporting system and the GAO report credit the ES State grants program as including employment status data. We believe, therefore, that employment status should be included for DVRP.

The Homeless Veterans Reintegration Project should be listed beneath the JTHDP and the columns "employment status" and "participant wage levels" should be checked with an X. This information is collected on participants and had been since the beginning of the program.

Appendix III

See comment 24.

P. 32. Indicates that the Department of Labor does not monitor participant outcomes for JTPA Title IIA disadvantaged adult programs and for JTPA IIA incentive-grant programs. This is incorrect; participant outcomes both for disadvantaged adults and individuals participating in incentive grant projects are reported annually in the administrative reporting system.

The Department, through its Regional Offices, also conducts ongoing reviews and analyses of program outcomes by State and local SDA-- including program achievements against performance standards. Summary reports are provided to Congress and are also incorporated into the Chief Financial Officer's review process.

As a result of the 1992 JTPA Reform Amendments, States are now required to submit reports to the National Office on individual program (SDA) performance--highlighting which SDAs met or did not meet their standards--and descriptive information explaining what technical assistance will be provided to under-performing local programs.

P. 33. Participant Outcomes for the Job Training For the Homeless Demonstration Program are monitored through its quarterly reporting system, as discussed earlier. Add an X in the participant outcomes box. There is a specific monitoring guide for the Homeless Veterans Reintegration Project that takes into account compliance status and financial monitoring. This program should be listed separately.

Appendix IV

See comment 25.

p. 43. The study listed under Job Corps refers to the JOBS program. It is not a Job Corps study.

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See comment 26.

p. 44. Studies listed should include the "Homeless Veterans Reintegration Project Study" prepared by Technical Assistance and Training Corporation under contract with USDOL/VETS. This study was transmitted to Congress as specified in the McKinney Act. A copy is available on request from Eileen Connors at 219-9110. She may be contacted if there are any question regarding the HVRP.

Appendix V

Now on p. 44.

See comment 27.

p. 50. The quoted finding that "making training mandatory did not have a significant impact on the estimated employment and earnings differences of TAA trainees and TRA recipients," is accurate only in a narrow sense. It is taken out of context and is misleading.

The important finding, not mentioned, is that the study concluded that the training requirement: 1) reduced weeks of TRA receipt, 2) led to a decline in the length of the initial spell of joblessness and 3) led to an increase in earnings.

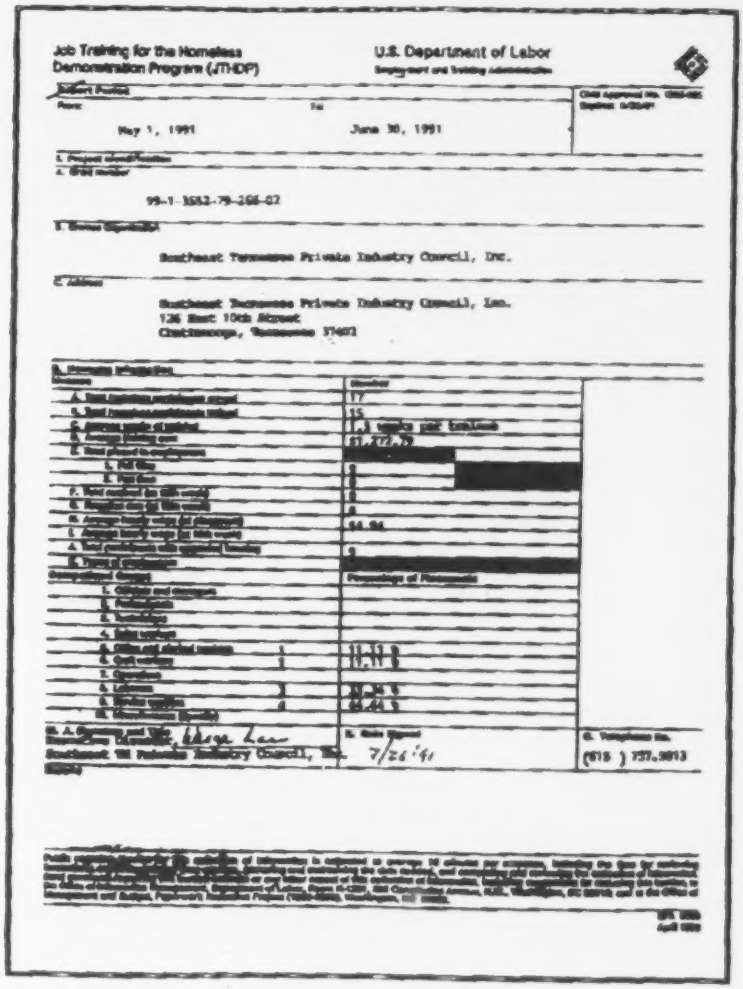
See comment 28.

Page 65. The summary is of an entirely different study from Bowman's. The reference needs re-checking.

Attachments

JTPDP Quarterly Reporting Form
List of effectiveness-related studies

APPENDIX B: JTHDP QUARTERLY REPORTING FORM



Job Training for the Homeless Demonstration Program (JTHDP)

U.S. Department of Labor

Report Period

From: May 1, 1991

To: June 30, 1991

1. Project Identification

A. Grant number: 99-1-1552-79-266-02

3. Grantee Organization

Southeast Tennessee Private Industry Council, Inc.

C. Address

Southeast Tennessee Private Industry Council, Inc.
126 East 10th Street
Chattanooga, Tennessee 37402

A. Total participants enrolled during report	17
B. Total participants enrolled to date	17
C. Average length of stay	1.3 months per trainee
D. Average training cost	$1,727.29
E. Total placements in employment	[redacted]
1. Full time	0
2. Part time	0
F. Total enrolled in education	0
G. Total in training	0
H. Average hourly wage for placements	$4.94
I. Average hourly wage for this month	0
J. Total participants who entered training	0
K. Types of training	[redacted]
Occupational Groups	Percentage of Placements
1. Clerical and sales	
2. Professional	
3. Technical	
4. Service	
5. Agricultural	
6. Processing	
7. Machine trades	
8. Benchwork	
9. Structural work	
10. Miscellaneous (specify)	

11. Name and title of authorized person: Vera Lee, Southeast TN Private Industry Council, Inc.

12. Date Signed: 7/26/91

13. Telephone No.: (615) 757-3913

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OMB No.
Expiration Date

B-1

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List of Effectiveness-Related Studies
Fourteen (14) Labor Department Employment Training
For the Economically Disadvantaged

JTPA IIA&C Training Services for the Disadvantaged

Improving the Quality of Training Under JTPA, Berkeley Planning Associates and SRI International, 1989.

Practical Guidance for Strengthening Private Industry Councils, CSR, Inc. 1990.

JTPA Staffing and Staff Training at the State and SDA Levels, Berkeley Planning Associates, 1991.

The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months, Abt Associates, 1993.

The National JTPA Study: Overview: Impacts, Benefits and Costs of Title II-A, Abt Associates, 1994.

JTPA Incentive Grants

Effects of the Six-Percent Exemption Policy, SRI International.

JTPA IIB Summer Youth Employment and Training Program

The Jacksonville Experience: Building on Success, MDC Inc., 1988.

JTPA Summer Youth Programs Increase Emphasis on Education, U.S. General Accounting Office, 1987.

Summer Youth Jobs Program, U.S General Accounting Office, 1988.

JTPA Migrant and Seasonal Farmworkers

Evaluation of the JTPA Title IV MSFW Program, Berkeley Planning Associates, 1993.

JTPA Job Corps

Evaluation of the Economic Impact of the Job Corps Program, Mathematica Policy Research, 1982.

Youth Employment and Training Programs: The YEDPA Years, National Research Council, 1985.

Targeted Jobs Tax Credit

Impact Study of the Implementation and Use of the Targeted Jobs Tax Credit Program, Macro Systems, 1985.

Policy Review and Evaluation of the Targeted Jobs Tax Credit, TVT Associates, 1992.

Job Training for the Homeless Demonstration Program

Job Training for the Homeless: Report on Demonstration's First Year, H.O.W Sciences, 1991.

Employment and Training For America's Homeless: Report on the Job Training for the Homeless Demonstration Program, James Bell Associates, 1993.

Homeless Veterans Reintegration Project

Homeless Veterans Reintegration Project Study, Technical Assistance and Training Corporation, 1992.

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OFFICE OF PERSONNEL MANAGEMENT
WASHINGTON, D.C. 20415

OFFICE OF THE DIRECTOR

FEB 17 1994

Ms. Linda G. Morra
Director, Education and
Employment Issues
Human Resources Division
U.S. General Accounting Office
441 G Street, NW., Suite 650
Washington, DC 20548

Dear Ms. Morra:

Thank you for the opportunity to review the recent General Accounting Office report, "Multiple Employment Training Programs."

We have read the report and have no comments.

Sincerely,

James B. King
Director

U.S. Department of Transportation

Assistant Secretary for Administration

400 Seventh St. S.W. Washington, D.C. 20590

February 25, 1994

Ms. Linda G. Morra
Director, Education and Employment Issues
U.S. General Accounting Office
441 G Street N.W.
Washington, D.C. 20548

Dear Ms. Morra:

The Department of Transportation offers the following comment regarding the General Accounting Office (GAO) draft report titled "Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively," HEHS-94-88.

See comment 29.

Appendix I, page 23 of the draft report shows one program for the Department of Transportation identified as "Human Resource Programs," with planned funding for Fiscal Year (FY) 1994 of $1.5 million. We understand from discussions with your staff that this citation is intended to represent training programs for the disadvantaged conducted by the Federal Transit Administration (FTA) under Section 20 of the Federal Transit Act as amended (49 U.S.C. app. 1616). We have concluded that the $1.5 million funding shown in the chart is actually the FY 1993 funding level for all human resource programs conducted by FTA. Only a portion of these funds were devoted to job training for the economically disadvantaged. For FY 1994, the proposed funding level is $700,000 for the FTA's human resources program, with about $500,000 directed at job training for the economically disadvantaged.

Thank you for the opportunity to review this report. If you have any questions concerning our reply, please contact Martin Gertel on 202-366-5145.

Sincerely,

for Jon H. Seymour

GAO Comments

The following are GAO's comments on the letters received from the Department of Defense, Department of Education, Department of Health and Human Services, Department of Labor, the Office of Personnel Management, and the Department of Transportation.

Department of Defense

1. The Department of Defense disagreed with the inclusion of the Military Base Reuse Studies and Community Planning Assistance Program in our analysis. This program is designed to help state and local governments plan for the economic reuse of closing military installations so as to best suit the community's need for economic development and jobs. We believe this program also fits our criteria in that its goal is to enhance economic development and employment opportunities. To clarify what types of programs were included in the scope of our work, we have modified the description of our criteria.

Department of Education

2. The Department of Education expressed concern that it had not been given the opportunity to comment on our previous reports concerning multiple employment and training programs. For the testimony given June 18, 1993, and the reports issued January 28, 1994, the requesters specifically asked that we not obtain comments from affected agencies. Because this report identifies which programs collected participant outcome data or conducted effectiveness studies, the requester agreed to provide affected agencies the opportunity to comment.

3. The Department of Education expressed concern that the report does not reflect the Department's recent initiatives to address deficiencies in the collection of outcome data. We recognize that the Department has several ongoing initiatives. However, because these initiatives were in the early planning phases, we had no basis for determining the extent to which these initiatives would overcome deficiencies in the collection of program outcome data. As for the six evaluations identified by the Department, the study of the Even Start Program was already included in our listing of studies shown in appendix IV. We have modified the title so that it can be more easily identified. We also added the National Assessment of Vocational Education to our listing, although we determined that the study does not use a comparative analysis approach and could not be categorized as looking at program effectiveness. The other four identified studies are still under way and could not be analyzed for inclusion in our listing; however, we have added them to our footnote of ongoing studies.

4. The Department of Education objected to the inclusion of six programs in our analysis—Even Start, Upward Bound, Talent Search, Student Support Services, Education Opportunity Centers, Vocational Education State-Administered, and Cooperative Demonstration. We included these programs in our analysis because they meet our criteria of providing assistance that enhances skills or employment opportunities. We have clarified the criteria used in determining which programs would be included in our analysis. We recognize that the primary purpose of these programs may not have been to provide employment training assistance; however, the assistance provided does help participants improve skills that meet our criteria.

5. The Department also raised questions concerning specific data shown in appendixes II and III regarding the Women's Educational Equity Program. We have revised appendixes II and III to show this program does collect participant outcome data on skill attainment and does monitor financial activities. The Department of Education also expressed concern that the report does not reflect data collected by the National Center for Educational Statistics concerning Vocational Education Programs. While the National Center for Educational Statistics does gather data on all vocational education programs, through a national sample, these data are only useful on a national level and cannot provide program administrators information on what happened to participants in a specific program. We agree that this information is a valuable source of data for the Congress and other policymakers, but it does not provide the specific data needed to track participant outcomes from a specific program. We have footnoted appendix II to indicate that our analysis does not include data collected by the National Center for Educational Statistics.

6. The Department of Education expressed concern that the report does not reflect that some programs are state administered. We recognize that some programs are state administered and have modified language in the report to show that for some programs, federal program administrators can only make suggestions to improve programs, but they cannot make specific changes at the local level. However, we believe the Department has overall responsibility for managing its programs and assuring that programs get the most from the federal funds invested.

Department of Health and Human Services

7. The Department of Health and Human Services expressed concern that the criteria for programs included in the analysis were too broad and included many programs that do not have employment as a specific goal. The criteria we used were quite broad because state and local projects often use resources from a wide range of programs to provide assistance to participants, particularly to enhance basic skills, including literacy and math. To fully understand the breadth of the problems involved in coordinating such activities, we have included all the programs that provide such assistance to adults and out-of-school youth.

8. The Department noted that we did not attempt to determine why agencies did not collect data on participant outcomes. We agree that it would have been good to have obtained information from agencies on why they did not obtain participant outcome data; however, because of the number of agencies and offices involved in the administration of the programs in our analysis, we were not able to obtain this information.

9. The Department disagreed with our conclusion that most federal agencies do not know if their programs are working effectively. They point to the large number of studies listed in our report as evidence that agencies are getting some feedback on their programs. The conclusion of our report is not based solely on the lack of participant outcome data, but also on the lack of effectiveness studies that compare participant outcomes with outcomes of similar nonparticipants. Few of the studies listed in appendix IV were effectiveness studies by our definition.

10. The Department of Health and Human Services questioned the inclusion of the State Legalization Impact Assistance Grants in our analysis. We agree that the primary purpose of the State Legalization Impact Assistance Grants is not to provide employment training; however, the program does provide assistance that could enhance participants' basic skills and make them more employable, which meets our criteria for inclusion in our analysis. We recognize that not all the funds proposed for this program will go to provide basic skills, and, when possible, we have adjusted the level of funding to show only the amount that would be spent for these types of services. In this case, we were unable to obtain information on how much of the proposed funding would be used for this purpose. We have expanded the footnote to appendix I to reflect that while some amounts shown have been adjusted to show only the portion of the proposed budget that goes to serving adults and out-of-school youth, other programs are shown in full, even though only a portion of the

program funding may go to providing employment training assistance as defined in the report.

11. The Department also questioned the inclusion of three Refugee and Entrant Assistance programs. The Department recognizes that job placement is a major objective of these programs, but they state that it is not the primary purpose of the program. As stated previously, we have included those programs in our analysis that provide assistance to participants that enhance their employability or employment opportunities regardless of whether it is the primary purpose of the program. These programs meet these criteria.

Department of Labor

12. The Department of Labor expressed disappointment in not being provided the opportunity to comment on two earlier reports concerning multiple employment training programs. As previously stated, the requesters for these reports specifically asked that we not obtain comments from affected agencies. We welcome any comments the Department may have concerning these reports.

13. The Department of Labor questioned the inclusion of five programs in our analysis—TAA, two funding streams that support the ES, and two pilot and demonstration programs. They expressed concern that the TAA program and the ES funding streams are not designed to focus on the economically disadvantaged and do not have income-eligibility requirements. Our analysis includes any program that provides employment training assistance to the economically disadvantaged. We recognize that these programs may not focus specifically on the economically disadvantaged; however, many economically disadvantaged people receive such assistance from these programs. Therefore, we believe these programs should be included in our analysis. The Department states that the two other programs are not designed to provide assistance, but, rather, to pilot and test innovative approaches. We believe that while in the process of piloting and testing approaches, these programs also provide participants assistance that meet our criteria and, therefore, we have included them in our analysis.

14. The Department of Labor identified the Homeless Veterans Reintegration Project as a program that should have been included in our analysis. We agree that this program appears to serve the economically disadvantaged and should have been included in our analysis. In compiling information on all the programs funded by the federal government that

provide employment training assistance to the economically disadvantaged, we inadvertently omitted this program. We have noted its omission in appendix I.

15. The Department of Labor suggests that we may have understated the amount of outcome information collected by agencies because it mistakenly linked collection of data with monitoring activities. Our analysis of agency collection of outcome data is based on two approaches: (1) outcome information gathered through reporting systems as discussed on page 5 and shown in figure 1, and (2) outcome information obtained during on-site monitoring visits. We agree that the collection of outcome data is more often accomplished through reporting systems, but our analysis shows that only about half of the programs collect outcome data through reporting systems, which the Department described.

16. The Department of Labor noted that our reference to the monitoring guide for the Homeless Demonstration Program did not take into consideration the quarterly outcome data reported by all grantees of the program. As shown in appendix II, we recognize that the Homeless Demonstration Program does collect outcome data. We have deleted the reference to this program in our example.

17. The Department of Labor expressed concern that we used a narrow definition of effectiveness studies. We agree that the definition used in our analysis is strict. However, random assignment is the only statistically valid method for truly knowing whether a treatment is effective. We agree it is expensive, difficult to execute, and does deny potentially beneficial treatment. We have added language to the report to reflect these concerns. The Department also listed several "effectiveness-related" studies, which they identified as being useful to their program managers in learning how their programs are working. We found that many of the studies listed were included in our listing as well. The other studies listed probably were very useful to program managers as were many of the other studies identified in our analysis. However, these studies do not appear to meet our criteria of an effectiveness study. We are not suggesting that only comparative studies should be conducted or that other approaches do not provide useful information. We are only pointing out that the number of studies that evaluate the effectiveness of programs using a comparative analysis approach is very limited. We have added language to the report to indicate the benefit of other study approaches.

18. The Department of Labor expressed concern that GAO's analysis did not differentiate between the types and sizes of programs. Our analysis of data collection, monitoring, and program effectiveness studies showed that larger programs were no more likely to collect outcome data than smaller programs. Larger programs were more likely to have conducted studies of program effectiveness; however, the programs studied only accounted for 16 percent of the total proposed funding for the 15 programs with proposed budgets over $100 million.

19. The Department of Labor commented that we suggest the desirability of linking data on participant outcomes with participant characteristics and training provided, but the Department questioned whether such linkages can be established for all programs. The Department states that limited resources would preclude such a system in smaller programs. While we believe the linkage of participant outcomes with training provided and participant characteristics is an important way of determining what factors may be influencing program outcomes, we did not suggest that every program had the resources to establish such information. However, the Department's concern that smaller programs may not have the resources to collect data needed to evaluate program performance raises a question as to whether we can afford to invest in many smaller programs that do not have sufficient resources to evaluate their own performance.

20. The Department of Labor raised several questions concerning the list of programs and funding streams that support assistance that enhances participant skills or employment opportunities. First, the Department questioned why we listed the JTPA IIA and IIC State Education Programs separately. The Department states that this is one set-aside program that is funded from two sources. Because we are listing each funding stream separately, we listed the JTPA IIA program separately from the JTPA IIC program. Our understanding is that state officials must track their funding separately for each funding stream, which can create unnecessary administrative costs when the two programs are viewed as one program. The Department also questioned the funding data for the JTPA Title III EDWAA program. According to the budget submission dated April 8, 1993, the proposed funding for the Title III EDWAA program was $573.7 million. The additional dislocated worker funding was requested as a part of the President's initiative to consolidate employment training for all dislocated workers regardless of the cause of dislocation. This proposal has been delayed, but additional funding for dislocated workers was approved. We have added a footnote to appendix I to show the significant increase in

funding for dislocated workers. The Department also pointed out that the JTPA Title III EDWAA funding goes to substate areas not SDAs. We have changed the designation in our report to show substate areas. The Department also provided updated funding information on several other programs. As stated previously, the funding shown in appendix I is primarily from the President's proposed budget, dated April 8, 1993, and does not reflect the actual funding levels approved by the Congress.

21. The Department suggested a correction for a note in appendix I concerning the funding for the Clean Air Act. We have corrected the footnote.

22. The Department questioned why we showed JTPA Title IIA and Title IIC in appendix I and did not show them separately in appendix II. Appendix I shows proposed funding levels for fiscal year 1994. The budget for JTPA is for program year 1994, starting July 1, 1994, after the separation of the disadvantaged adult and youth programs into separate titles. However, appendix II, which shows the extent to which agencies collected outcome data, is based on data collected prior to the programs being separated. The same is true for appendixes III and IV. Other studies of JTPA, such as the Abt Associates, Inc., which was published after Titles IIA and IIC programs were separated, still refer to the programs jointly. We have footnoted appendixes II, III, and IV to show that the programs were separated after July 1, 1993.

23. The Department of Labor advised us that the JTPA IIA Incentive Grant Program does collect outcome data on participant skill attainment. The Department also advised us that the Disabled Veterans Outreach Program collects participant outcome data on employment status, skill attainment, and wage levels. We have corrected appendix II to reflect the outcome data collected by these programs.

24. The Department of Labor reported that through its regional offices, it conducts ongoing reviews of JTPA IIA Incentive Program outcomes by state and local SDA. The Department also stated that the Job Training for the Homeless Demonstration Program monitors participant outcomes. We have changed appendix III to show this information.

25. The Department of Labor pointed out that a study shown in appendix IV under Job Corps should have been listed under the JOBS program. We have corrected this error.

26. The Department has suggested that we include the Homeless Veterans Reintegration Project in our analysis of effectiveness studies shown in appendix IV. Because the program was inadvertently omitted from our analysis, we do not believe it would be appropriate to include it in one section of our work without including it in all sections. Without further review of the study, prepared by Technical Assistance Corporation, concerning this program, we could not be sure it had been categorized correctly.

27. The Department of Labor expressed concern that our summary of the Mathematica study of the Trade Adjustment Assistance Program was taken out of context. We have amended our summary to include more information on the Mathematica study.

28. The Department of Labor questioned our summary of a study of the JTPA program in Utah. We have replaced the summary with the correct one.

Department of Transportation

29. The Department of Transportation raised a question similar to that of several other agencies concerning the funding information in appendix I. We have added a footnote to appendix I, as well as in the text of the report, to show the source of our information was primarily the President's proposed budget dated, April 8, 1993. We have also footnoted appendix I to show that when information was available, the amounts shown have been adjusted to reflect only that portion of the program that served adults and out-of-school youth; however, in other instances, the funding level shown is for the full program, even though only a portion of the funding may go to providing employment training as defined in this report.

Major Contributors to This Report

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Donna Bright Howard
Robert Hill
James Owczarzak
Sara Peth
Kathleen Ward

Related GAO Products

Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 1994);

Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 1994);

Multiple Employment Programs: National Employment Strategy Needed (GAO/T-HRD-93-27, June 18, 1993);

The Job Training Partnership Act: Potential for Program Improvements But National Job Training Strategy Needed (GAO/T-HRD-93-18, Apr. 29, 1993);

Multiple Employment Programs (GAO/HRD-93-26R, June 15, 1993);

Multiple Employment Programs (GAO/HRD-92-39R, July 24, 1992).

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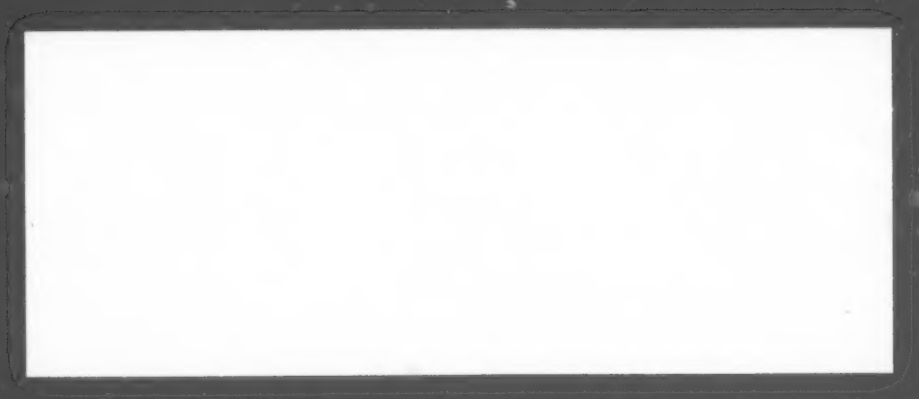

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